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ABSTRACT

This study is based on the replies to a questionnaire sent in December 1968 to all Member States and Associate Members of UNESCO. It describes the extent and the consequences of illiteracy among women, and analyzes the factors impeding female literacy. The document shows the evolution of attitudes with respect to literacy programs for women; the current trends, including experiments in functional literacy; the efforts undertaken in different countries in order to eradicate illiteracy among women; and the experiments carried out in this field. (Author/DB)

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UNITED NATIONS EDUCATIONAL,
SCIENTIFIC AND CULTURAL ORGANIZATION

EQUALITY OF ACCESS OF WOMEN TO LITERACY

COMPARATIVE STUDY

SUMMARY

Wherever illiteracy prevails, the percentage of illiterate women is always higher than that of men. This was confirmed by the results of the inquiry on equal access of women to literacy, undertaken by the Secretariat of Unesco.

This study, which sums up the present situation, is based on the replies to a questionnaire sent in December 1968 to all Member States and Associate Members of Unesco. It describes the extent and the consequences of illiteracy among women and analyses the factors impeding female literacy.

On the other hand, this document shows the evolution of attitudes with respect to literacy programmes for women, the current trends, including experiments in functional literacy, the efforts undertaken in different countries in order to eradicate illiteracy among women and the experiments carried out in this field.

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INTRODUCTION

1. "Illiteracy is the outcome of a complex series of economic and social factors, and not simply educational ones. Illiteracy, which is rife in the less developed countries and is gaining ground, despite all appearances, owing to the combination of accelerated population growth and the inadequacy of the educational network, is widening the gap between the developed countries, which are making extremely rapid progress, and the countries that are behindhand. "(1)

2. Thus, this injustice which is worse than poverty since it is grafted on to poverty and every form of injustice, at present affects, according to some estimates, some 1,000 million illiterates or semi-illiterate human beings.(2) The documents of the World Congress of Ministers of Education on the Eradication of Illiteracy held at Teheran in 1965 indicate that the intensive efforts made to stem illiteracy have only resulted in a decline in the overall rate, while the absolute number of illiterates increased by 40 million between 1950 and 1960. In launching an appeal to all the countries of the world on the occasion of the opening of the International Education Year on 1 January 1970, the Director-General of Unesco said:

> "How can I pass over in silence the most monstrous, the most scandalous, of all the many instances of wasted human potential: illiteracy, which still, at the present time, keeps more than one-third of the human race in a state of hopelessness, below the level of modern civilization?"

3. Since illiteracy accentuates imbalances and increases disparities, it throws light on "the extremely unfavourable position of women as compared with that of men. The gulf between the two is illustrated by the following table:

Adult Illiteracy Rate (in percentages)

	Men	Women
Africa	69	87
America	17	18
Arab States	75	88
Asia	41	61
Europe	2	5

This situation should be remedied by an energetic campaign to reduce illiteracy among women".(3)

4. The Congress therefore recommended "that special attention be paid to the problem of making women literate, in view of the high rate of female illiteracy and women's rôle in the education of the family and in society;" and "that national bodies and international organizations, in particular Unesco and the United Nations Commission on the Status of Women, undertake appropriate action to eliminate all forms of de facto discrimination from which women now suffer in this regard".(4)

5. An important place is given to women in the experimental world literacy programme, which Unesco has been endeavouring to implement since 1966 and which is based on the principle of functional literacy. Similarly, the long-term unified programme for the equal access of girls and women to education, science and culture, adopted in principle by the General Conference of Unesco at its fourteenth session (1966), gives priority to literacy programmes for the female population.

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(1) Teheran Congress, 1965, document Minedlit/3 "Literacy as a factor in development", page 5.
(2) Teheran Congress, 1965, Final report, Geneva report, paragraph 2.
(3) Teheran Conference, 1965, document Minedlit/3, page 9.
(4) Teheran Congress, 1965, Final report, page 12.

In several resolutions recommended for adoption by the Economic and Social Council, (5) the Commission on the Status of Women has expressed its desire for effective government campaigns to eradicate illiteracy among women. In 1961 and 1963, it requested Unesco report to it on this question, and asked it to collect information on methods used by the non-governmental organizations in consultative status with the Economic and Social Council(6) for eradicating illiteracy among women.

6. A report on the activities of the NGOs was transmitted in 1965, (7) and, in the context of the studies which it submits regularly to the Commission on the Status of Women on the access of women to education, (8) the Unesco Secretariat has undertaken an inquiry on equal access of women to literacy. The results of this inquiry have made it possible for the present report to be drawn up.

7. In order to sum up the present situation, a questionnaire (Annex I) was sent in December 1968 to all States' members and Associate Members of Unesco. One hundred and eighteen replies have been received. They originate from: (a) 99 Member States; (b) two Associate Members; (c) 16 non-self-governing territories and (d) one State member of the World Health Organization. (9)

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(5) Council resolutions 771 G (XXX), 821 V B (XXXII), 1327 (XLIV) and 1396 (XLVI).

(6) Resolution 11 (XV) and 9 (XVII) of the Commission.

(7) Annex V of document entitled "Unesco activities in 1963-1964 of special interest to women and main activities proposed for 1965-1966", UNESCO/EDF/1, Paris, 25 November 1965.

(8) Access to out-of-school education, primary, secondary and higher education, technical and vocational education, the teaching profession, education of women in rural areas, the study of coeducation.

(9) The countries whose names are underlined have reported that illiteracy no longer presented a problem for them.

(a) Member States

AFRICA: Algeria, Burundi, Cameroon, Central African Republic, Chad, People's Republic of the Congo, Dahomey, Ethiopia, Gabon, Ghana, Guinea, Ivory Coast, Liberia, Libya, Madagascar, Malawi, Mali, Niger, Nigeria, Sierra Leone, Sudan, Tanzania, Togo, Tunisia, Uganda, United Arab Republic, Zambia.

NORTH AMERICA: Canada, Cuba, Dominican Republic, El Salvador, Guatemala, Honduras, Mexico, Nicaragua, Panama, United States of America.

SOUTH AMERICA: Argentina, Brazil, Chile, Colombia, Ecuador, Guyana, Peru, Uruguay, Venezuela.

ASIA: Afghanistan, Burma, Republic of China, Cyprus, India, Indonesia, Iran, Iraq, Israel, Japan, Jordan, Republic of Korea, Kuwait, Laos, Lebanon, Malaysia, Pakistan, Philippines, Singapore, Syrian Arab Republic, Thailand, Turkey, Republic of Viet-Nam.

EUROPE: Albania, Austria, Belgium, Bulgaria, Czechoslovakia, Denmark, Federal Republic of Germany, Finland, France, Greece, Hungary, Ireland, Italy, Luxembourg, Malta, Monaco, Netherlands, Norway, Poland, Romania, Spain, Sweden, Switzerland, United Kingdom, Yugoslavia.

OCEANIA: Australia, New Zealand

USSR: Byelorussian Soviet Socialist Republic, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics

(b) Associate members: Bahrain, British Eastern Caribbean Group, Dominica, Grenada, Montserrat, St. Kitts-Nevis-Anguilla)

(c) Non-Self-Governing Territories:
Territories under United Kingdom Administration:

AFRICA: St. Helena, Seychelles, Swaziland; NORTH AMERICA: Bahamas, Bermuda, British Honduras, Cayman Islands, Turks and Caicos Islands, Virgin Islands; SOUTH AMERICA: Falkland Islands; ASIA: Brunei, Hong Kong; OCEANIA: Fiji Islands, Gilbert and Ellice Islands, Solomon Islands

Territories under Franco-British Administration: New Hebrides

(d) Member State of WHO: Western Samoa

(*) The classification of countries by geographic regions is that adopted in the Unesco Statistical Yearbook (1967), in accordance with the practice followed in the United Nations Statistical Yearbook.

8. Forty-three States and territories replied that the problem did not arise in their case.(10). Of these, two supplied additional details.(11) And five others(12) provided additional information on their experience in this regard.

9. The present report is based mainly on the 78 detailed replies(13) given by the other countries.(14) The data submitted by the five above-mentioned countries is used in Chapter V.

10. After describing the institutional framework within which the literacy campaigns for women are being carried out, the report includes a survey of the present situation of women who are participating in literacy programmes and of the teaching staff.

11. The difficulties which are apparent from the replies are then examined, notably the obstacles to literacy teaching for women, the problem of drop-outs and the situation of women in rural areas. A chapter is devoted to the positive aspect of the situation mainly in regard to the evolution of attitudes with respect to literacy programmes for women, and current trends, including experiments in functional literacy. Lastly, a summary has been made of the information provided by some countries who have eradicated illiteracy on the campaigns which they have waged successfully. On the other hand, a certain number of NGOs in relationship with Unesco have undertaken their own survey parallel to the study prepared by the Secretariat. Their report is attached (Annex VII) to this document.

12. However incomplete, this first report on the equal access of women to literacy has enabled the Commission on the Status of Women to study this fundamental problem and to draw conclusions.(15)

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(10) See footnote (1).

(11) Canada and Cyprus. In Canada where illiteracy is no longer a mass phenomenon, it is proposed as part of the adult education programme, to complete the education of those who have been unable to finish their studies and also to make literate in one of the two official languages of the country and without distinction between sexes Canadaian citizens (Indians, Eskimos and recent immigrants, in particular) who are literate in their mother tongues. Cyprus replied: "The extent of illiteracy in Cyprus today is so limited that it is not considered to be a problem and, hence, no organized project for its eradication has been launched. No distinction of any sort is made between the male and female members of the population with regard to access to any kind of educational facility".

(12) Byelorussian Soviet Socialist Republic, Republic of Cuba, Socialist Republic of Romania, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics.

(13) The data provided by the four Caribbean countries are counted as four replies.

(14) The Bulgarian reply specifies that "illiteracy among citizens of both sexes up to the age of 50 was eliminated before 1953. At present 7 per cent of male and female citizens above 50 years of age are illiterate". The data provided for the purposes of this report therefore concern the provisions made to reduce illiteracy among advanced age groups.
The reply from Dahomey (where literacy programmes for adults recently started with a few courses at Cotonou) deals mainly with the provisions which are contemplated in the educational reform and literacy programme being drawn up at the Institut Pédagogique National and which should be implemented in October 1969.

(15) See Annex VI - Resolution adopted by the Economic and Social Council on Recommendation from the Commission on the Status of Women.

I. THE FRAMEWORK

13. What framework is there for literacy campaigns among women? Are there legislative provisions and administrative machinery to support the execution of such campaigns?

1. Foundation in law

(a) Free and compulsory primary education

14. The need for literacy campaigns is a reflection of the educational level of a country and the fact of compulsory and free primary education may therefore be an indication of the attainment of a first stage in the provision by the State of equal opportunities for its citizens. It would appear that this stage had been reached in the great majority of the 78 countries(16) with which this report is concerned, in principle at least - compulsory education for the whole school-age population is, in fact, far from achievement in certain countries, particularly in those lacking the staff and funds necessary for the enforcement of this principle.

15. It would therefore appear that, if even countries which are not yet in a position to satisfy the demand for education have felt it necessary to make legislative or constitutional provision for both compulsory and free primary education, the recognition of the right of each individual without distinction to education, regardless of the practical considerations, is becoming general. The provision of compulsory and free primary education, to the extent that it can one day be made universal, will eradicate the sources of illiteracy, although the prevalence of this phenomenon remains a feature of the present.

(b) Literacy campaigns

16. Countries are tackling the current problem by the organization of literacy programmes. To what extent is provision made for such programmes in constitutional, legislative or statutory documents? Do such documents make express mention of equal access of women to such programmes?

17. The majority of countries(17) have replied to these two questions in the affirmative, thereby displaying a clear will to establish the legislative framework to facilitate action to eliminate illiteracy in general and among women in particular. Constructive action can therefore be taken with regard to legislative texts. The Economic Commission for Africa has noted that constitutional and legislative provisions have recently been enacted in favour of the African woman although they do not always have a positive impact in practice.(18)

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(16) The following countries have introduced free and compulsory primary education: Algeria, Burundi, Central African Republic, Chad, People's Republic of the Congo, Dahomey, Ethiopia, Gabon, Ghana, Guinea, Ivory Coast, Liberia, Libya, Madagascar, Malawi, Mali, Niger, Togo, Tunisia, United Arab Republic; Dominica, Dominican Republic, El Salvador, Grenada, Guatemala, Honduras, Mexico, Montserrat, Nicargua, Panama, St. Kitts-Nevis-Anguilla, United States of America; Argentina, Brazil, Chile, Colombia, Ecuador, Peru, Uruguay, Venezuela; Afghanistan, Burma, Brunei, Indonesia, Iran, Iraq, Israel, Jordan, Republic of Korea, Kuwait, Laos, Pakistan, Philippines, Syria, Thailand, Turkey, Republic of Viet-Nam; Bulgaria, Spain, Greece, Italy, Yugoslavia.
Mauritius and Malaysia have instituted free primary education but have not made it compulsory.

(17) The following should be added to the list of countries in footnote 16: Cameroon, Nigeria, Uganda, Tanzania and Zambia. The following should be deleted: Guinea (which did not reply in this connexion), Malawi, Mauritius, Montserrat, St. Kitts-Nevis-Anguilla; Colombia, Thailand and Yugoslavia.
Israel replied: "The equality of men and women in all spheres of life in Israel is a basic tenet of the State. Free and compulsory primary education being provided for by law (for children as well as for youth) and the rate of illiteracy being relatively small and confined mainly to the older generation, it was not felt that special laws need be promulgated for the organization of literacy programmes and the equal access of women to them ... there is, however, a continuing literacy programme in the country, accelerated every so often by special campaigns". The participation of women in this programme is estimated at 80 per cent (Congress of Teheran, Minedlit/5).

(18) Final report of the regional meeting on the rôle of women in national development, held at Addis Ababa from 17 to 26 March 1969.

2. Organization and financing

(a) General arrangements

18. There is considerable variation in the ways in which the various countries have undertaken literacy teaching. Although in almost all countries the State is primarily responsible for the organization and financing of such programmes, community and non-governmental organizations make a very significant contribution to literacy teaching activities, with or without government assistance. In most countries, action against illiteracy is based on joint efforts.

Tunisia gives a brief historical review as follows:

Literacy teaching was first undertaken by the Destour Socialist Party immediately after independence in 1956 and then became the responsibility of the government and the national organizations (organizations of women, workers, youth, agricultural workers, etc.).

Israel has described its own flexible structures:

Country-wide literacy campaigns are planned, organized and financed by the State. However, local authorities and labour organizations, non-governmental and voluntary bodies, industries and even individuals very often undertake, carry out and finance smaller programmes on their own initiative, with or without government assistance.

19. Thirty-three countries(19) gave details of the organizations engaged in this effort. They include religious organizations as well as political and trade union bodies, youth movements (ranging from the Boy Scouts' Federation in Dahomey in the pupils of schools in the Republic of Korea and even sporting clubs (Sudan)). Greece submitted the names of thirty-two organizations, India those of fifteen and Iraq those of seven. In the United States, private organizations play an extremely important rôle in this connexion. In Swaziland, the full burden of responsibility for literacy teaching rests on the Sebenta National Institute.

20. Non-governmental organizations generally receive assistance from their governments. Thirty-nine countries describe the forms in which such assistance is given - the construction and allocation of class-rooms,(20) the production and dissemination of teaching materials(21) such as books, periodicals and audio-visual aids, the training(22) and deployment(23) of literacy teaching staff, expert advice or class management;(24) governmental assistance is very often financial,(25) taking the form of salaries or subsidies. It sometimes takes special forms, as witness the institution of prizes in Dominica and the reimbursement of the cost of books to readers in Ghana.

21. It would be of interest to know the amount of the funds devoted to mixed literacy programmes for men and women during the past two years. It is apparent from the replies received that no country breaks down its expenditure on literacy teaching by sex.(26) A number of countries gave

(19) Burundi, Cameroon, Ethiopia, Ghana, Guinea, Ivory Coast, Libya, Malawi, Mali, Niger, Swaziland, Tanzania, Tunisia, Uganda; Dominica, Dominican Republic, Hondures, Montserrat, United States of America; Chile, Ecuador, Peru; Afghanistan, Iran Iraq, Republic of Korea, Syrian Arab Republic; Bulgaria, Greece, Yugoslavia; New Hebrides, Solomon Islands, Western Samoa.

(20) Ethiopia, Sudan; Peru; Israel, Republic of Viet-Nam; Western Samoa.

(21) Ghana, Malawi, Sudan, Tanzania, Uganda, Zambia; Dominican Republic, Montserrat; Afghanistan, Iran, Israel, Kuwait, Laos.

(22) Ghana, Sierra Leone, Sudan, Zambia; Afghanistan, Iraq.

(23) Liberia, Sierra Leone, Sudan, Uganda, St. Kitts-Nevis-Anguilla; Indonesia, Iran, Iraq, Laos; Western Samoa.

(24) Nigeria, Tanzania, Zambia; Dominican Republic, Mexico; Afghanistan, Israel; Bulgaria, Spain.

(25) Central African Republic, Ghana, Liberia, Malawi, Nigeria, Sierra Leone, Swaziland, Tanzania, Uganda, United Arab Republic, Zambia; Dominica, Mexico, St. Kitts-Nevis-Anguilla; Brazil, Ecuador, Peru; Indonesia, Iraq, Republic of Korea, Laos, Lebanon (limited subsidy), Pakistan, Syrian Arab Republic, Republic of Viet-Nam; Bulgaria, Spain, Greece; New Hebrides.

(26) Only Venezuela, reported the amounts devoted exclusively to programmes for women: $167,321 in 1967 and $195,014 in the following year.

comprehensive figures for the past two years while thirty-four other countries gave separate figures for each of the two years. This revealed that the funds allocated to literacy programmes were tending to increase in nineteen countries,(27) that stable literacy budgets renewed annually existed in nine countries(28) and that there was a slight decrease in six other countries.(29)

22. Should the efforts thus undertaken be incorporated in a broader plan? In particular, is the problem of equal access of women to literacy teaching tackled in the preparatory stage of economic and social development plans or educational development plans? Almost all countries replied in the affirmative. They gave details of the bodies taking part in such planning; these were the various ministries and departments with which non-governmental, political, trade union, religious and women's organizations co-operated as necessary. For some countries, the problem does not arise at this level. Italy noted that it had no specific plan as its organization was set up from the outset on a basis of equality between men and women.

(b) Participation of women at the structural level

23. The bodies which participate in planning and which concern themselves with the problem of the equal access of women to literacy teaching very frequently anticipate the dawning of a general awareness of the problem as it appeared in the replies received. The success of the programmes,eradication or at least the reduction of illiteracy among women, the elimination of discrimination against women and the passage from principles and intentions to effective action, all depend to a large extent on these bodies. For that reason, it would be interesting to see to what extent women have been incorporated into them, at what level and in what capacity.

24. Sixty-six countries and territories replied that women participated in the work of these bodies at the national level (fifty-eight countries and territories) and at the local or regional level (fifty-three countries and territories). Five countries(30) reported the absence of participation by women, eight others(31) referred to limited participation by women and seventeen countries and territories(32) considered women as members of the bodies without discrimination under the same conditions as men. Eight replies(33) reported a particularly satisfactory situation in this connexion. Tunisia replied that women took part at all levels in the discussion, preparation and then the implementation of plans for literacy campaigns and social education in the context of local, regional and national councils and also took part in the work of committees specializing in education, the training of cadre personnel, leadership and culture, etc.

25. An appreciable number of countries and territories gave details of the posts held by women in such bodies. In eighteen countries,(34) women work in the various ministries, particularly the ministries of education, and as teachers, adult education instructors and representatives of non-governmental organizations. Other countries mention the participation of women in the work of bodies responsible for planning but only in one of the following capacities: women with duties in

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(27) People's Republic of the Congo, Mali, Mauritius, United Arab Republic, Zambia; Dominica, Dominican Republic, Panama; Chile, Ecuador; Afghanistan, Brunei, Indonesia, Iran, Jordan, Kuwait, Laos, Pakistan, Thailand.

(28) Ivory Coast, Liberia, Niger, Sudan; Argentina; Israel, Malaysia, Syrian Arab Republic; Italy.

(29) El Salvador, Guatemala; Peru, Venezuela; Burma, India.

(30) Dahomey, Ghana, Liberia (which referred to "indirect" participation); Afghanistan and Turkey.

(31) Peru; Brunei, India, Iraq, Jordan, Kuwait, Philippines; New Hebrides.

(32) Chad, Malawi, Mauritius, United Arab Republic; Dominica, Honduras, Dominican Republic; Brazil, Uruguay, Venezuela; Republic of Korea, Hong Kong, Israel, Thailand; Bulgaria, Spain, Yugoslavia.

(33) Ethiopia, Tanzania, Tunisia; Guatemala (which reported that 30 per cent of the technical personnel engaged in literacy work were women), Mexico (which estimated the participation of women at approximately 40 per cent), Panama; Colombia (where women are in the majority in the national planning office); Solomon Islands (where there has been satisfactory progress in recent years).

(34) Ivory Coast, Liberia, Niger, Nigeria, Tanzania, United Arab Republic; Dominica, St. Kitts-Nevis-Anguilla; Republic of Korea, Hong Kong, India, Indonesia, Israel, Laos, Pakistan, Philippines; Greece, Yugoslavia.

ministries in twenty-three countries,(35) teachers in seventeen countries,(36) adult education instructors in fourteen countries,(37) representatives of non-governmental organizations in twelve countries.(38) Spain pointed to the fact that while, legally, there was complete equality of the sexes, only a limited number of women occupied senior posts. In Dahomey there are no women in the Planning Service or the Ministry of Education, apart from secretaries.

26. It would therefore appear that while the problem of the equal access of women to literacy teaching has been resolved in the statutory and structural context, their participation in the work of bodies concerned with literacy programmes in much less general, even though it varies greatly according to the country. What of the execution of the programmes?

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(35) Algeria, Ethiopia (which named three women holding important ministerial posts, pointing out that educated women have opportunities and status equal to those of men), Libya, Malawi, Mali, Sierra Leone (where the Permanent Secretary of the Ministry of Education is a women), Togo, Uganda; El Salvador, Guatemala, Honduras and Nicaragua (which describe high-level posts occupied by women), Mexico (where women hold managerial posts at all levels in the national education services), Montserrat; Brazil, Chile, Ecuador (where a women is an Under-Secretary in the Ministry of Education), Uruguay, Venezuela (which specifies that 97 women are working at the highest levels); Iraq, Kuwait; New Hebrides, Western Samoa.

(36) Cameroon, Dahomey (which points out that women, although numerous, are "hardly aware" of this question), Malawi, Sudan, Togo, Tunisia; El Salvador, Guatemala, Mexico, Montserrat, Brazil, Ecuador; Iraq, Jordan, Kuwait, Republic of Viet-Nam; Western Samoa (where a women is head of the only training institute for teachers in the country).

(37) Cameroon, People's Republic of the Congo (where two national officials of the Department of Female Education of the National Literacy Services are responsible for preparing programmes and making proposals), Libya, Mali (where the officials responsible for the education of women in the National Literacy and Basic Education Service are themselves women), Sudan, Tunisia, Zambia; El Salvador; Argentina (where the national director of adult education is a women), Chile, Eduador; Jordan (which pointed out that the Central Division of Adult Education had recently appointed a woman to its staff), Kuwait; Spain (where the national literacy teaching campaign is directed by a woman).

(38) Algeria, Cameroon, Libya, Madagascar, Malawi, Sudan, Swaziland, Uganda; Brazil, Iraq, Turkey, Republic of Viet-Nam.

II. THE SITUATION

1. Literacy campaigns for women

(a) Extent of illiteracy among women

27. The usual causes of illiteracy are aggravated in women because of their position in society. In the countries where it is prevalent, it is, with rare exceptions, considerably more widespread among women than among men, and through a feedback effect further widens the gap between the two sexes, the distance separating the affirmation of the principle of equality from the actual situation.

28. The statistical table contained in Annex II is eloquent in this respect. It shows that in all geographical regions, the percentage of illiteracy is higher among women than among men,(39) irrespective of the level of literacy which has been achieved. Nevertheless, in North and South America the gap is generally not wide; this is however not the case in Africa,(40) Asia and Europe. Thus, while the percentage of illiteracy among the whole of the population is the principal index of the level of education in a country, the relationship between the figures for each sex becomes an index of the equality of opportunities offered to men and women. (Figure 1.)

> "The existence of a special problem of female illiteracy can have very serious consequences, for it creates a considerable gap between men and women and precludes the harmonious development of society as a whole."(41)

The People's Republic of the Congo considers that the backwardness of women "is a great handicap to the country's march forward".

29. Literacy campaigns, to the extent that they are aimed at or include women, are motivated by an awareness of the specific problem of female illiteracy and by the will to tackle it. In what spirit are these campaigns decided upon and carried out, and what is their essential aim? To answer these questions, we must examine

(b) The reasons, aims and inducements for literacy campaigns for women

30. The reasons underlying action to make women literate, which, according to the replies, are many and varied, refer most frequently to their contribution to the economic and social development of the country, more active participation by them in public affairs, and the rôle which, once literate, they can play in society. Forty-four countries reply in these terms(42). Thirty-three countries(43) refer to the beneficial results of literacy campaigns for the family and the children; Malawi notes in this context that literacy among women "would result in higher school attendance by their children". Thirty-three countries(44) also regard the development of the individual through access to reading and writing and the improvement in social status as a sufficient

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(39) Only in Dominica and Montserrat, where in both cases the population is low and women outnumber men, do the percentages give women a slight edge.

(40) "Women lag very far behind men in schooling, and today constitute the large majority of our illiterates" (Ivory Coast).

(41) Teheran Congress, document Minedlit/3, page 11.

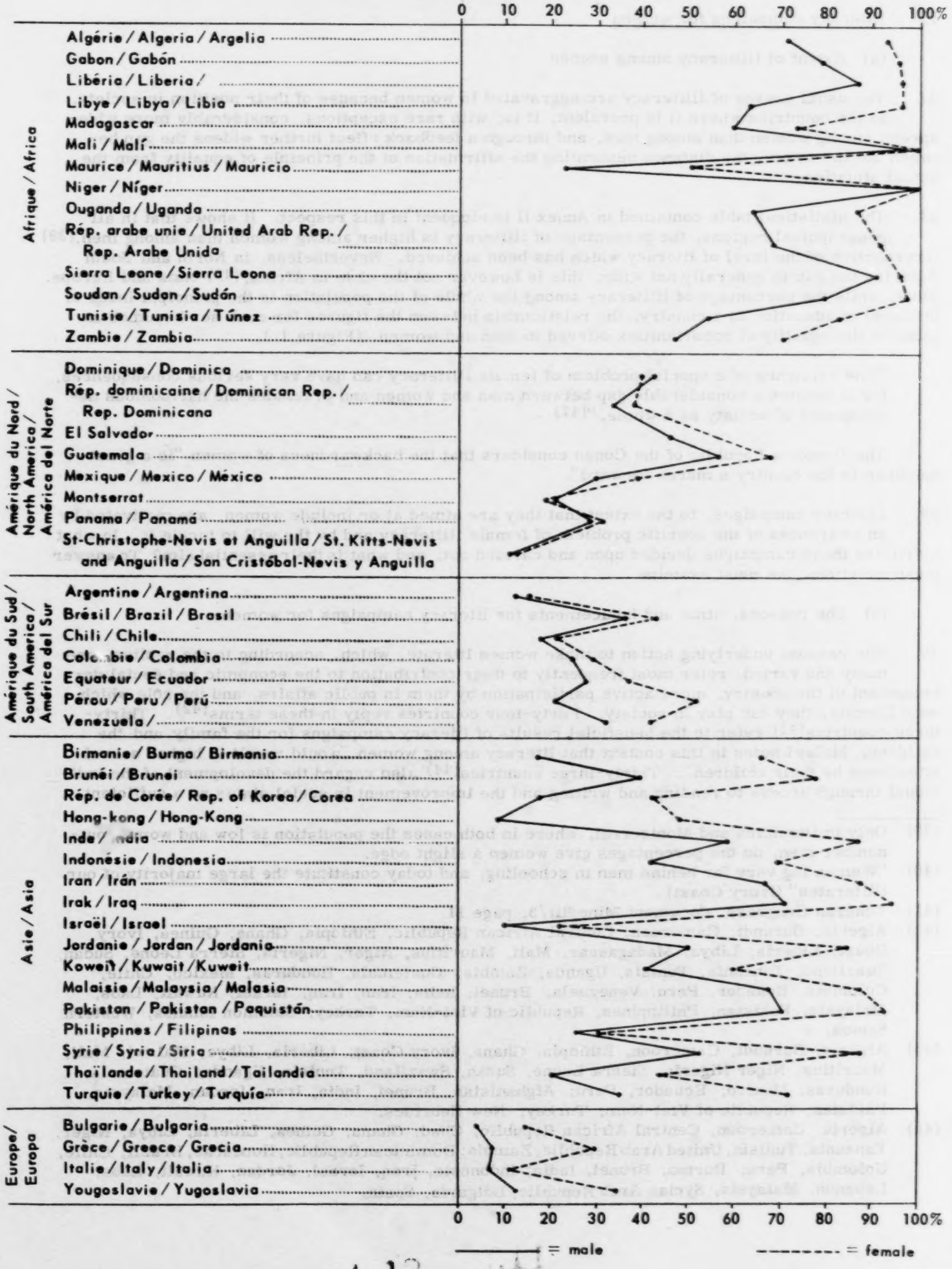
(42) Algeria, Burundi, Cameroon, Central African Republic, Ethiopia, Ghana, Guinea, Ivory Coast, Liberia, Libya, Madagascar, Mali, Mauritius, Niger, Nigeria, Sierra Leone, Sudan, Swaziland, Tanzania, Tunisia, Uganda, Zambia; Guatemala, Honduras, Mexico; Chile, Colombia, Ecuador, Peru, Venezuela; Brunei, India, Iran, Iraq, Israel, Kuwait, Laos, Malaysia, Pakistan, Philippines, Republic of Viet-Nam, Turkey; Solomon Islands, Western Samoa.

(43) Algeria, Burundi, Cameroon, Ethiopia, Ghana, Ivory Coast, Liberia, Libya, Malawi, Mali, Mauritius, Niger Nigeria, Sierra Leone, Sudan, Swaziland, Tunisia, Uganda; Guatemala, Honduras, Mexico; Ecuador, Peru; Afghanistan, Brunei, India, Iran, Jordan, Malaysia, Pakistan, Republic of Viet-Nam, Turkey; New Hebrides.

(44) Algeria, Cameroon, Central African Republic, Chad, Ghana, Guinea, Liberia, Libya, Niger, Tanzania, Tunisia, United Arab Republic, Zambia; Dominican Republic, Honduras, Brazil, Chile, Colombia, Peru; Burma, Brunei, India, Indonesia, Iraq, Israel, Jordan, Kuwait, Laos, Lebanon, Malaysia, Syrian Arab Republic; Bulgaria, Spain.

Figure 1

:entage of male and female illiterates, censuses of surveys since 1945 in 50 countries


0 10 20 30 40 50 60 70 80 90 100%
Afrique / Africa
Algérie / Algeria / Argelia
Gabon / Gabón
Libéria / Liberia /
Libye / Libya / Libia
Madagascar
Mali / Malí
Maurice / Mauritius / Mauricio
Niger / Níger
Ouganda / Uganda
Rép. arabe unie / United Arab Rep. / Rep. Arabe Unida
Sierra Leone / Sierra Leona
Soudan / Sudan / Sudán
Tunisie / Tunisia / Túnez
Zambie / Zambia
Amérique du Nord / North America / América del Norte
Dominique / Dominica
Rép. dominicaine / Dominican Rep. / Rep. Dominicana
El Salvador
Guatemala
Mexique / Mexico / México
Montserrat
Panama / Panamá
St-Christophe-Nevis et Anguilla / St. Kitts-Nevis and Anguilla / San Cristóbal-Nevis y Anguilla
Amérique du Sud / South America / América del Sur
Argentine / Argentina
Brésil / Brazil / Brasil
Chili / Chile
Colombie / Colombia
Equateur / Ecuador
Pérou / Peru / Perú
Venezuela /
Asie / Asia
Birmanie / Burma / Birmania
Brunéi / Brunei
Rép. de Corée / Rep. of Korea / Corea
Hong-kong / Hong-Kong
Inde / India
Indonésie / Indonesia
Iran / Irán
Irak / Iraq
Israël / Israel
Jordanie / Jordan / Jordania
Koweït / Kuwait / Kuweit
Malaisie / Malaysia / Malasia
Pakistan / Pakistan / Paquistán
Philippines / Filipinas
Syrie / Syria / Siria
Thaïlande / Thailand / Tailandia
Turquie / Turkey / Turquía
Europe / Europa
Bulgarie / Bulgaria
Grèce / Greece / Grecia
Italie / Italy / Italia
Yougoslavie / Yugoslavia
0 10 20 30 40 50 60 70 80 90 100%
= male
= female

reason; nine of them(45) refer to the principles of equality among their citizens. A little over a third of the replies, or twenty-seven countries,(46) refer to economic reasons such as improvement of the standard of living and access to employment. Literacy will help women to integrate themselves more easily into modern life (Zambia), make them economically independent (Sierra Leone), increase their productivity (Syrian Arab Republic) and prepare some of them to assume public posts (Kuwait). Nine of these countries(47) refer more specifically to the possibility of vocational training which will be accessible only once the threshold of literacy has been crossed.

31. The various replies reflect different concepts of the rôle of women in society. Nevertheless, from Kuwait, which considers that literacy will help women "to understand their duties towards their family and their country", to Yugoslavia which states:

> "The functional elementary education of women is regarded as an essential precondition of their more extensive and more qualified participation in the employment structure and in civic life",

the common denominator of the urgent need to make women literate is apparent.

32. In general, the country replies do not indicate that the aims of literacy campaigns for women are any different from those for men. Only seven countries(48) reply that the aims are different. The reply of the Ivory Coast is clear in this respect:

> "Slightly different; since most illiterates are women, our aim is above all to provide them with means of bringing up their children better and carrying out more efficiently their task as mother of the family and as housewife, while we aim to give men the means of improving their social situation and increasing their productivity with a view to harmonious and progressive economic development".

Colombia provides a brief analysis of the same situation:

> "Legally they are the same, but in practice women are oriented towards improving their status as a wife and mother and towards small-scale domestic industries."

33. Seven other countries(49) refer to the "feminine" aspects of courses aimed at women, as if, because of the sex of those receiving instruction, some difference in the content of the courses had arisen of itself, thus weakening the assertion that the aims are the same. The reply given by Chad is signficant:

> "Yes, in Chad the aims .... are the same as far as reading, writing, arithmetic and civic education are concerned. Apart from this, however, women learn child-care and sewing."

and further on:

> "(the aims) differ slightly where child-care and sewing are concerned".

34. Having thus stated the reasons and aims most frequently referred to in connexion with literacy campaigns for women, we can usefully go on to see whether there is agreement between the concepts they express and the inducements used.

Inducements

35. Among the replies concerning inducements, the order of frequency is exactly the reverse of that in the replies concerning reasons. Thus, inducements relating to work (better qualifications,

(45) Chad, United Arab Republic; Brazil, Peru; Indonesia, Laos, Malaysia; Bulgaria, Spain.
(46) Burundi, Cameroon, Ivory Coast (literacy campaigns will "in addition allow some women to undertake economic activity"), Liberia, Libya, Mauritius, Sierra Leone, Sudan, Swaziland, Tanzania, Tunisia, Uganda, Zambia; Dominica, Honduras, Mexico; Colombia, Ecuador, India, Iraq, Kuwait, Lebanon, Pakistan, Philippines, Syrian Arab Republic, Republic of Viet-Nam; Greece.
(47) Cameroon, Libya, Mauritius, Tanzania, Colombia, India, Iraq, Lebanon, Philippines.
(48) People's Republic of the Congo, Dahomey, Ivory Coast, Tunisia; Guatemala, Colombia, Lebanon.
(49) Chad, Ethiopia, Madagascar, Mali, Niger; Venezuela; Malaysia.

better conditions of hiring and promotion, higher salaries) are referred to most often (thirty-two countries);(50) those referring to the development of the individual and the prestige which he or she acquires through becoming literate are mentioned by twenty-six countries;(51) twenty-one countries see the contribution to economic and social development and to public affairs as an inducement;(52) and the advantages which literacy confers on the family and the children are regarded as a sufficient inducement by only seven countries.(53)

36. Fifteen countries refer in this connexion to the means employed to attract women to literacy courses (radio broadcasts, posters, free courses, etc.); however, eight of them(54) merely refer to publicity for the courses without specifying the themes of that publicity.

37. Most countries (forty-three replies) state that the same inducements are used, irrespective of sex; ten of them(55) nevertheless qualify that statement by referring to the specific interests of women and to corresponding subjects in the programmes. In Iraq, "employment factors count somewhat more with men, and social factors count more with women". In only eight countries(56) do the inducements differ depending on sex. In Chad, they vary according to the circumstances of the people concerned. Liberia considers that in practice the effort to make women literate is limited and that the inducements, although used with distinction, are more relevant to men.

38. Some replies are more explicit; in the United States of America:

> "There are no significant differences in the inducements held out to men and women to become literate. Differences, when they exist, are reflections of individual preferences and needs.
>
> The main inducement to becoming literate is economic. The impact of automation, urbanization and rapid and social economic change during recent years has reduced the number of unskilled jobs in the economy which formerly employed many functional illiterates.(57) At the same time, these factors have played a part in raising the requirements for education and skills for workers. The result has been a relatively large number of persons without sufficient preparation for occupations in the changing economy. The second inducement or appeal is 'general self-improvement'."

In Yugoslavia, "the participation of women in self-management organs and their position in industry depend on their general and vocational training. If there is a high number of illiterate women in the economic sector, the possibility of women workers occupying an appropriate place in economic, social and political life is reduced".

Ethiopia notes among the inducements the possibility which literates have of deciphering the signs which guide every-day life, such as bus numbers, route indications, hospital card numbers, etc., while Nicaragua recalls the importance of literacy courses for those wishing to write letters to

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(50) Algeria, Ghana, Ivory Coast, Libya, Madagascar, Malawi, Mali, Mauritius, Niger, Nigeria, Sierra Leone, Sudan, Tanzania, Uganda, United Arab Republic; United States of America; Mexico, Nicaragua, St. Kitts-Nevis-Anguilla; Argentina, Brazil, Venezuela; Burma, Brunei, India, Iraq, Israel, Philippines, Republic of Viet-Nam; Spain; Italy, Solomon Islands.

(51) Central African Republic, People's Republic of the Congo, Ghana, Ivory Coast (which refers to the social prestige conferred by knowledge and to the low esteem in which the ignorant are held), Libya, Mali, Nigeria, Sudan, Tanzania; Dominica, Dominican Republic, El Salvador, Guatemala, United States of America, Nicargua, Argentina; Burma, Hong Kong, India, Israel, Pakistan, Philippines, Republic of Viet-Nam; Italy, Spain, New Hebrides.

(52) Burundi, Central African Republic, People's Republic of the Congo, Ethiopia, Ghana, Mali, Tunisia, Uganda; El Salvador, St. Kitts-Nevis-Anguilla; Argentina, Chile, Venezuela; Burma, Hong Kong, Indonesia, Iraq, Malaysia, Pakistan, Philippines, Republic of Viet-Nam.

(53) Algeria, Ivory Coast, Tunisia; India, Pakistan, Republic of Viet-Nam; Italy.

(54) Cameroon, Chad; Honduras, Panama, Colombia, Ecuador, Peru; Kuwait.

(55) People's Republic of the Congo, Dahomey, Ethiopia, Malawi, Mali, Zambia; Hong Kong, Iraq, Pakistan; Italy.

(56) Algeria, Gabon, Tanzania, Tunisia; Argentina, Chile; Turkey; New Hebrides.

(57) The United States Census Department defines "functional illiterates" as persons "who have not received the equivalent of five years of elementary education".

friends and family. In Western Samoa "the disadvantage of being illiterate is sufficient inducement", while in the People's Republic of the Congo "the illiterate person is at a disadvantage as compared to other citizens". This same predominance of social motives is also found in the results of the recent survey of "illiteracy at Libreville":(58) "to be unable to communicate is to feel excluded from the new society which is being created and excluded from citizenship".

While the replies concerning the reasons and aims of literacy campaigns for women are to some extent influenced by stereotyped opinions on the matter, the inducements mentioned bring the discussion down to earth by appealing to immediate needs and taking into account the aspirations of the individual, irrespective of his or her sex.

(c) Progress in literacy for women

39. Do women who are determined to remedy their illiterate state easily find a place in the literacy programmes?

Nearly all countries have replied that they have programmes intended for both sexes and that women have access to the same facilities as men. Some replies even report special facilities for women: premises and workshops of Women's Centres placed at their disposal in Tunisia, premises and equipment of the Women's Clubs used for literacy teaching purposes in the Ivory Coast, special radio broadcasts and separate classes, held at a time when it would be easier for them to attend, in the People's Republic of the Congo, special time-tables in Guatemala.(59) On the other hand, some countries refer to real difficulties: shortage of institutions dealing with literacy teaching for women in Liberia,(60) prejudice in the rural communities in Guatemala,(59) geographical distance felt more acutely by women in the New Hebrides.(61)

40. The great majority of the countries (sixty-five replies) report steps taken or planned to preserve and develop the knowledge and training acquired in literacy courses. The various methods used in different cases are: evening classes, correspondence courses, technical and vocational education, the provision of reading material and newspapers intended for the newly literate, special radio and television broadcasts, film showings, encouragement given and opportunities offered for the newly literate to pursue their studies at a higher level. The same countries state that such facilities are as freely accessible to women as to men.

41. We only have statistics on forty-four countries (Annex III) for assessing the extent of women's participation in literacy programmes. Since the enrolments attained during the campaigns vary appreciably from year to year and the criteria relating to literacy courses are not identical in all the countries, the figures are not comparable. They merely provide indications as to women's participation for each of the forty-four countries taken separately at a given time.

42. It is to be noted (see figure 2) that in five countries the percentage of women in literacy courses is very low. For sixteen other countries, women are still under-represented, since they comprise no more than 35 per cent of the total enrolments. Their participation is more or less good in seventeen countries. The strong female representation in the literacy courses of the six other countries is evidence of a special effort on behalf of women.

43. It would be interesting to see whether the literacy courses attended by women have teaching programmes designed for them.

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(58) Survey carried out by the People's Education Service in co-operation with the National Department of Statistics and Economic Studies, May 1969.

(59) "The prejudices which exist in rural communities make it difficult for mothers and daughters to be free to attend literacy centres; this difficulty has been partly solved by the organization of women's groups which meet at the end of the afternoon."

(60) "But on the whole there is more support given for programmes intended for men than for women. There are several vocational institutions which attract many young boys and men and even encourage illiterates to become literate so as to enrol in these schools. Up to the present there is no training institute which trains illiterate and semi-illiterate women for employment and self-help projects."

(61) "Men travel to centres, where such are available, women mostly remain in villages."

FIGURE 2

Breakdown of countries by percentage of women enrolled in literacy courses

(according to table Annex III)

0-4.9%	5-34.9%	35-64.9%	+ 65%
Algeria	Chad	Gabon	Malawi
Libya	People's Republic of the Congo	Ghana	Tanzania
Niger	Ethiopia	Sudan	Burma
Swaziland	Liberia	Uganda	Rep. of Korea
Afghanistan	Mali	Dominican Rep.	Hong Kong
	Tunisia	Honduras	Malaysia
	United Arab Republic	Argentina	
	El Salvador	Brazil	
	Guatemala	Colombia	
	Iraq	Ecuador	
	Kuwait	Venezuela	
	Laos	Brunei	
	Syrian Arab Republic	India	
	Turkey	Jordan	
	Greece	Philippines	
	Solomon Islands	Rep. of Viet-Nam	
		Italy	

Thirty-three countries(62) indicate that there are differences in the programmes with respect to the teaching topics.(63) But forty-six countries supply detailed curricula intended for women.(64) The main difference is the introduction of courses given specially to women, such as child care, home economics, etc., in coeducational curricula. In Togo and Iraq these differences are regarded as stemming from the adoption of the functional literacy teaching method. In Sudan, apart from the common curriculum, the men follow citizenship courses and the women, courses in home economics, sewing, etc. In Thailand "we teach them the subject which is fitted to each sex and their environment". In the United States of America the differences in curricula do not correspond to differences of sex.

44. Thirteen countries(65) (of which ten had already reported differences in the curricula) mention differences with respect to teaching methods and materials. This is usually the equipment required for sewing, child care and cookery classes, etc. The level of teaching provided is different in twelve countries(66) and the duration of the courses differs according to the sex of the recipients in eight countries.(67)

45. It can be seen that what mainly distinguishes literacy programmes intended for men from those intended for women relates to certain courses designed specially for the latter. Forty-six countries give details.(68) These courses are designed primarily for the "housewife" and the "mother". Homecraft courses are given in thirty-five countries, child-care courses in twenty-nine countries, and twelve replies specially mention cookery courses.

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(62) Burundi, Chad, People's Republic of the Congo, Dahomey, Ethiopia, Ghana, Guinea, Ivory Coast, Liberia, Libya, Mauritius, Niger, Sudan, Tanzania, Togo, Tunisia, Uganda; Dominica, Honduras, Nicaragua, Panama; Ecuador, Peru, Uruguay; India, Indonesia, Iraq, Jordan, Malaysia, Thailand, Republic of Viet-Nam; Greece, Spain.

(63) Differences regarded as slight by Chad, Ethiopia and Thailand.

(64) See also paragraph 45.

(65) Burundi, Central African Republic, Dahomey, Ethiopia, Ghana, Ivory Coast, Liberia, Sudan, Togo; Brazil; Iran, Iraq; Greece.

(66) Dahomey, Ghana, Ivory Coast, Libya, Sudan, Tanzania; Nicaragua; Brazil, Peru; Afghanistan, Indonesia; Greece.

(67) Central African Republic, Ghana, Ivory Coast, Libya, Sudan (where the length of courses is eighteen months for women and fifteen months for men), Brazil; Indonesia; Greece.

(68) There is a discrepancy between the number of countries notifying that their curricula comprise differences according to sex and the number of countries which describe courses designed for women.

46. The production activities carried out by the women within the household are taken into consideration in the programmes of a number of countries. Twenty replies refer to courses in sewing, cutting out, knitting and embroidery. In four countries of Africa and five countries of South America, handicrafts training courses are given to women. The programmes of thirteen countries include health, nutrition and family planning courses. It is noteworthy that only four countries(69) refer to courses which fall outside the context shown above.

47. It can be seen that the choice of courses intended specially for illiterate women is governed primarily by a certain conception of women's rôle. Thus while they are to be made literate, their hunger to learn is duly channelled towards the sphere which, from this angle, must remain theirs: the home and the children. This is a far cry from the variety of inducements which are used in order to attract women to literacy courses. The "vocation" of women as understood by those responsible for the programmes seems to have been defined once and for all.

48. How do women react to the teaching provided? Do they achieve the same success rate as men?

We need to know whether the percentage of women regarded as literate is the same as that of men. Thirty-two countries(70) replied yes, thirty-two felt that it was different, but without always specifying how it differed. Some of them referred to gaps between absolute numbers. Six countries(71) reported a difference in favour of men and ten others(72) put forward figures or estimates favourable to women.

49. Panama notes that women are more diligent in attendance at the courses, while the reply of Ivory Coast gives a different picture:

> "As the men are usually more diligent and more stable, they obtain better results than the women who are frequently obliged to interrupt the courses. Again, the women are usually housewives, whereas the men are workers; the latter therefore need to become literate with a view to promotion",

which would explain their greater diligence.

50. It is not easy to draw conclusions from this information, which does not show any marked trend. Moreover, it cannot be considered that the results of literacy teaching can be reduced to quantitative data. As the United States reply points out, these results are also reflected in changes in people's behaviour and attitudes, in the greater awareness of their rights and responsibilities.

2. Literacy personnel

51. The success of literacy campaigns depends to a large extent on the personnel which carries them out. Literacy workers may be professional teachers or people without previous teaching experience; they may receive some kind of payment or simply be volunteers; but the difficulties of their task require them to display many qualities, above all an unswerving devotion to the cause of literacy. A combination of thorny problems, awkward working hours and training which is often incomplete or inadequate makes their job even harder.

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(69) The Republic of Viet-Nam mentions a technical course intended specially for women. In Spain, classes in dancing and regional songs are given for women in the context of literacy teaching. In the New Hebrides, "courses of training for club leaders, providing incentives to literacy are provided for women only, while training for co-operative employees is provided for men only". The United States offers extremely varied curricula.

(70) Algeria, Libya, Malawi, Mauritius, Nigeria, Sierra Leone, Sudan, Swaziland, United Arab Republic, Tanzania, Zambia; Honduras, Nicaragua, St. Kitts-Nevis-Anguilla; Uruguay, Venezuela; Afghanistan, Brunei, Burma, Republic of Korea, Hong Kong, India, Indonesia, Iran, Kuwait, Malaysia, Pakistan, Syrian Arab Republic, Turkey; Yugoslavia; Solomon Islands, Western Samoa.

(71) Mali, Tunisia, Uganda and Dominican Republic (slight difference in the two cases); Argentina, Laos.

(72) Burundi, Cameroon, Madagascar, Togo; Dominica, El Salvador (slight difference), Guatemala; Israel, Jordan; Italy.

52. Who are the teachers of literacy? What is their professional background? Is there equal status between the sexes both in the instruction received at training courses and in professional life? Are there enough women teachers to meet requirements?

(a) Professional background

53. The great majority of countries (fifty-eight replies) say they possess data on the professional background of literacy workers, but in some cases no details are given. Forty-six countries state that such workers come from the teaching profession, either in whole (twenty-one replies)(73) or in part (twenty-five replies)(74).

54. Some of the last-mentioned countries use "any educated person" (Guatemala, Guinea, Madagascar, Mali - only in country areas - Pakistan), others, high school pupils, qualified persons from primary or secondary schools and students (Burma, Chad, Israel, Mexico, Nigeria, Pakistan, Spain, Venezuela), others, civil servants (Mali, Niger, Zambia). Algeria also recruits members of national organizations and business workers, Venezuela personnel from the armed forces and trade unionists. The Central African Republic, Tanzania and Panama include in their staff a number of specialists in the subjects taught. Argentina also employs women social workers (as does Mali), psychologists and sociologists; in Israel a number of men and women perform their military service by giving courses in literacy; while in Iran "the army of knowledge is at the forefront of the fight against illiteracy". In Nigeria and Iraq, there are, besides teachers trained in the normal way, persons qualified in adult education. Bonzes do literacy work on a voluntary basis in Laos, as do imams in Pakistan and representatives of the clergy in Venezuela.

55. Five countries use personnel trained on an ad hoc basis. These are the Ivory Coast:

"Today this personnel is provided by the National Institute of Youth and Sport at Abidjan where students recruited with the brevet de fin d'études du premier cycle (BEPC) or the brevet d'enseignement ménager are trained for the service of Popular and Permanent Education".

Ghana, Liberia, Sudan and Tunisia:

"Literacy teachers are recruited through competitive examinations of those holding certificates of secondary education or persons of the same level. They are in addition obliged to spend from three weeks to six months in a centre established for this purpose under the authority of the Institute".(75)

(b) Equal conditions in training

56. Recruitment. Nearly all countries say recruitment conditions are the same for men and women. Only in India and Indonesia do they vary according to sex; India states that:

"In the case of women, required minimum qualifications are lower than those of men".

Swaziland has a formula where a certain ambiguity is apparent: "Recruitment is the same, but preference is usually given to men because they are better educated".

(73) Dahomey, Libya; United States of America; Chile, Uruguay; Brunei, Hong Kong, Iran, Jordan, Republic of Korea, Kuwait, Philippines, Syrian Arab Republic, Thailand, Turkey; Bulgaria, Greece (with very few exceptions), Italy, Yugoslavia; Western Samoa, Solomon Islands.

(74) Algeria, Central African Republic, Chad, Gabon, Guinea, Madagascar, Mali, Mauritius, Niger, Nigeria, Tanzania, United Arab Republic, Zambia; Guatemala, Honduras, Mexico, Nicaragua, Panama; Argentina, Venezuela; Burma, Iraq, Israel, Pakistan; Spain.

(75) Institute of Adult Education (Tunisia).

57. Lodging. In twenty countries(76) teacher-training establishments have living-in arrangements and in some others(77) there is boarding but not in all cases. In Burundi, India and Greece there are boarding places only for women. Twenty-eight countries(78) say that lodging facilities are provided for trainees of both sexes. Libya reports that trainees receive a daily allowance for lodging purposes and in Niger installation grants are given. Some countries consider that there is no need to provide boarding establishments: in Jordan the course lasts only two to seven days; in Kuwait the teaching centres are usually close to the place of work or residence of those following the training course. In Italy:

> "In general, living-in is obligatory only for refresher courses. There are also optional colleges for those who attend teacher-training courses. Deserving pupils of such colleges whose families are poor have their board paid by the State. The colleges are divided into male and female. At refresher courses no distinction is made between the sexes, and pupils are generally lodged in hotels, boarding houses, etc.".

58. Training programme. Almost all countries state that their training programme is the same for both male and female staff. Seven countries(79) say that, although their programmes are basically the same, differences do exist inasmuch as there are subjects such as home economics, taught specifically to women. In India there is a difference in standard for the minimum qualification required of women. Brunei and Turkey have no training programme.

59. Coeducation in training courses. In most countries, training courses for literacy workers are coeducational (sixty-two replies); eighteen countries(80) have courses for men only and twenty-three countries(81) courses for women only. In Sierra Leone, courses are coeducational "except in training for vocational work". In Tunisia:

> "Most training courses are coeducational. However, some courses are reserved for men only (youth leaders, teachers of the organized sector or appointed by the Ministry of Education), while others are exclusively for women instructors (refresher courses, rural female youth, handicrafts, etc.)".

(c) Equal conditions in professional life

60. Remuneration. Thirty countries(82) replied that they had a paid work force as well as unpaid personnel. Thirty-one countries(83) have only paid workers, while twelve others(84) have only unpaid personnel. All the countries who answered the question on equal pay for men and women gave an affirmative reply.

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(76) Algeria, Burundi, Ethiopia, Ghana, Ivory Coast, Madagascar, Malawi, Sudan, Swaziland, Tanzania, Tunisia, Zambia; Dominica, Mexico; Indonesia, Laos, Pakistan, Philippines, Thailand; Spain.

(77) Sierra Leone; Brazil; India, Iraq, Israel, Malaysia; Greece.

(78) Ghana, Ivory Coast, Malawi, Mali (being planned), Sierra Leone, Sudan, Swaziland, Tanzania, Togo, Tunisia, Uganda, Zambia; Dominica, Uruguay; Mexico; Argentina, Brazil, Burma, Hong Kong, Indonesia, Iraq, Israel (in cases where boarding places exist), Malaysia (in some cases), Pakistan, Philippines, Thailand; Greece, Spain.

(79) Algeria, Burundi, Ethiopia, Honduras, Mali, Laos, Malaysia.

(80) Algeria, Ivory Coast, Libya, Mali; Sudan, Tunisia; El Salvador, Nicaragua; Brazil, Ecuador, Venezuela; Hong Kong, Iran, Iraq, Kuwait, Laos; Italy, Spain.

(81) Burundi, Central African Republic, Guinea, Ivory Coast, Libya, Mali, Sudan, Tunisia; El Salvador; Brazil, Colombia, Ecuador, Nicaragua, Venezuela; Hong Kong, India, Iran, Iraq, Kuwait, Laos, Malaysia; Italy, Spain.

(82) Algeria, Burundi, Cameroon, Ethiopia, Liberia, Nigeria, Togo, Tunisia; Dominica, Dominican Republic, El Salvador, Honduras, Nicaragua, Mexico, United States; Brazil, Ecuador, Peru, Venezuela; Afghanistan, India, Indonesia, Iraq, Israel, Syrian Arab Republic, Turkey, Republic of Viet-Nam; Bulgaria, Greece, Spain.

(83) Central African Republic, Gabon, Ivory Coast, Libya, Malawi, Niger, Sierra Leone, Sudan, Swaziland, Tanzania, United Arab Republic, Zambia; Panama, St. Kitts-Nevis-Anguilla; Argentina, Chile, Colombia, Uruguay; Brunei, Hong Kong, Iran, Jordan, Republic of Korea, Kuwait, Laos, Malaysia, Pakistan, Thailand; Yugoslavia; Solomon Islands, Western Samoa.

(84) Chad, People's Republic of the Congo, Ghana, Guinea, Madagascar, Mali, Mauritius; Guatemala, Montserrat; Burma, Lebanon, Philippines.

Access to different types of posts

61. It would be interesting to know if there are particular posts in literacy teaching which are reserved for men or for women. Twenty-seven replies(85) record complete equality between the sexes in this respect; fifteen others(86) state that there are posts confined either to men or to women; five replies(87) mention posts accessible only to men and four others(88) posts accessible only to women.

62. The most common explanation in these cases is that literacy teachers and their pupils, or teachers and inspectors, are the same sex.(89) Kuwait's reply makes this quite clear:

"Supervision and inspection in the women's centres are taught and supervised by men staff".

63. Distinctions are also made according to the nature of the courses followed: thus, in a number of countries,(90) the teaching of subjects intended only for men or only for women is limited to someone of the same sex. In Madagascar, the President of the Village Team (Equipe Villageoise) can only be male; this also applies to the Departmental Co-ordinator in El Salvador who supervises the Literacy Centres (these, according to the reply, are 80 per cent rural and operate mainly in the evening, which seems to be considered a good reason for appointing a male inspector). A further instance of a situation where distinction is made between men and women appears in the reply of the United States of America: "Traditional concepts of mascule and feminine occupations, of course, influence the type of teaching personnel engaged in basic education courses ... in areas where cultural patterns so dictate, men are more likely to be selected as instructors than women".

64. Opportunities for promotion. Most countries are agreed that opportunities for promotion are the same for both sexes. This hopeful picture is somewhat modified by the answers of some countries, namely Burundi and Chad, who state that they are not equal, Lebanon: "In theory, yes, (opportunities are equal); in practice, the promotion of women is rendered difficult by social conditions which militate against it", and the United States of America: "While policy in education dictates giving equal opportunity for the promotion of men and women at all levels of teaching and administrative work, in practice men are more frequently promoted ... than women". In Brunei, promotion prospects in this field do not exist; thus, the problem does not arise.

(d) Numbers of women in literacy work

65. Only in the case of thirty-six countries has it been possible to assemble data on the numbers of staff engaged in literacy work (see Annex IV). Since figures for the most recent year were to be presented, they do not show the staff position in the different countries at the same time. Furthermore, the same criteria were not applied by the bodies responsible for these statistics; thus the resultant data cannot be comparable, but merely indicative. It emerges that in eight countries(91) women represent not more than 10 per cent of the total work-force, while in seventeen others,(92) they constitute less than 35 per cent. Only in eleven countries(93) do women comprise more than 35 per cent of the literacy staff. It would be interesting to see to what extent countries consider they have a problem of female staff shortage and, in this case, what steps have been taken to remedy the situation.

(85) Central African Republic, Chad, Gabon, Mali, Mauritius, Sierra Leone, Swaziland, Tunisia, United Arab Republic, Zambia; Dominican Republic Guatemala, Mexico, Panama; Argentina, Colombia, Peru, Venezuela; Hong Kong, India, Israel, Jordan, Laos, Malaysia, Thailand; Italy, Spain.

(86) Ethiopia, Ghana, Ivory Coast, Liberia, Sudan; United States of America; Nicaragua; Brazil, Chile, Ecuador; Iran, Kuwait, Pakistan; New Hebrides, Western Samoa.

(87) Madagascar, Tanzania; El Salvador, Honduras, Uruguay.

(88) Guinea, Iraq, Solomon Islands, Republic of Viet-Nam.

(89) Guinea, Ivory Coast, Kuwait, Solomon Islands, Sudan, Republic of Viet-Nam.

(90) Argentina, Ecuador, Ethiopia, Ghana, Iraq, Pakistan, Republic of Viet-Nam.

(91) Algeria, People's Republic of the Congo, Gabon, Mauritius, Niger, Syrian Arab Republic, Thailand, Turkey.

(92) Burundi, Liberia, Libya, Madagascar, Malawi, Tunisia; El Salvador; Afghanistan, Brunei, Burma, India, Iraq, Israel, Kuwait, Laos, Malaysia, Republic of Viet-Nam.

(93) Sudan, Swaziland; Dominican Republic; Argentina, Brazil, Colombia, Ecuador; Hong Kong, Jordan; Italy; Solomon Islands (in the countries underlined, female workers exceed 65 per cent of the total).

Shortage of female staff

66. Forty countries (including almost all North American, South American and European nations) state that they have no shortage of female staff. In Tanzania, the problem has been solved by lowering the level of qualifications required for women. Twenty-nine countries(94) (particularly in Africa and Asia) recognize that this difficulty exists, but in three of the countries concerned (95) no action is being taken to resolve it. The United States of America points out that it is suffering from a general shortage of teachers, not merely women.

67. Twenty-one countries(96) describe the steps they have taken to solve the problem. In some countries (People's Republic of the Congo, Ethiopia and Zambia, where it is stressed that opportunities are equal for men and women) the authorities are launching appeals or making representations to female organizations (Gabon, Indonesia) to secure more women volunteers. A special effort to encourage the education of girls at all levels is often considered a step likely to produce a solution in the more or less distant future.(97) In the Ivory Coast(98) and Pakistan, qualifications required for women have been modified in order to increase the chances of recruitment. In Togo the National Centre of Social Training, which trains people for literacy work, recruits more women than men. A variety of measures are taken or planned by other countries. In Algeria "it is planned to establish a national service for girls, as has already been done (...) for boys". In Ghana, there has been an increase in the number of women appointed to the grade of inspector. In Liberia the Ministry of Education is being asked to establish a Training Centre for Adult Education meant for women. India is making a special effort to overcome the shortage of women, with accelerated courses for adult women aimed at bringing them quickly up to the level of the eighth class, and special courses and lodging facilities in country areas for women instructors.

68. From the range of replies it is clear that the situation differs widely from country to country. For those countries engaged in trying to introduce literacy to the section of their population still on the cultural fringe, the difficulties may not be of the same order, but they are none the less real.

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(94) Algeria, Burundi, Cameroon, Chad, People's Republic of the Congo, Ethiopia, Gabon, Ghana, Ivory Coast, Liberia, Libya, Malawi, Mali, Mauritius, Niger, Nigeria, Sierra Leone, Togo, Uganda, Zambia; United States of America; Afghanistan, India, Indonesia, Iran, Jordan, Laos, Pakistan; Solomon Islands.

(95) Afghanistan, Laos, Mauritius.

(96) All the countries underlined in footnote (94).

(97) Cameroon, Chad ("an extensive propaganda campaign has been directed at parents with a view to sending large numbers of girls of school age to the primary schools and to encourage those who are now grown up to become literate"), Iran, Malawi, Mali, Niger, Nigeria, Sierra Leone ("attempts are being made to encourage girls to stay longer in school by providing equal opportunities and sometimes better facilities"), Solomon Islands.

(98) "Recruitment for literacy personnel, which was based on the BEPC, is now also open to graduates of the schools of domestic science".

III. THE DIFFICULTIES

1. Factors impeding female literacy

69. A knowledge of the obstacles encountered by female literacy in itself implies an awareness of, and hence a willingness to face, the problem of what means should be used to overcome those obstacles. A number of the governments which replied to the questionnaire do not consider that the equal access of women to literacy poses problems in their countries. However, only ten of them(99) stated that they had not discerned any factors which would impede female literacy. Thirteen other countries(100) gave no information concerning factors impeding female literacy. Argentina stated that it had encountered no significant obstacles, while Colombia reported that such obstacles as existed were the same as those which affected men. Tanzania and Thailand have no available data on the subject. The remaining forty-eight replies supplied detailed information on the question.

(a) Deficiences in literacy programmes

70. Programmes are sometimes launched with extremely limited resources. Thus, the reply from the People's Republic of the Congo cites "material and budgetary difficulties peculiar to the literacy services themselves" as the only factor impeding literacy, the difficulties being accentuated in the case of female literacy "in so far as (it) requires female personnel and special material". Wherever the problem of shortage of funds, classrooms, teaching material and equipment in general arises,(101) a solution to it must be found urgently in order to prevent all the efforts expended from being wasted. Some countries(102) state that the number of their staff responsible for literacy, particularly female staff, is insufficient or that their staff is insufficiently trained. In its reply Ecuador states: "Teachers with limited training in adult education use inappropriate working methods". Nigeria reports that, in addition to the shortage of personnel, the organization of projects at the ministerial level is occasionally unsatisfactory.

(b) Women's occupations

71. Family commitments and housework take up a very large proportion of women's energy and time. In some cases, the mere act of getting married (Greece and Nigeria) means that the effort to teach a young women literacy is brought to an end, since she is no longer available to attend literacy courses. Ghana's reply points to factors which inevitably increase the time spent on housework: "lack of domestic labour-saving gadgets and also the means to buy them".

72. Mothers with children are frequently obliged to combine household chores with work in the fields or elsewhere.(103) It is therefore not surprising that they should find that they have insufficient time in which they can complete their literacy instruction. In its reply, Malawi reports that "since they are supposed to look after their families and gardens, (they) have little time to spare for literacy instruction". In Mali the factor impeding literacy is "the arduousness of women's occupations in the home and in the fields in rural areas". Swaziland states: "Women in the rural areas spend a great deal of time working in the fields, looking after their homes and families and have little time to attend classes except during certain seasons of the year". In Venezuela, where "women are prevented from attending the Literacy Centres by the need to perform housework", instructors have succeeded in increasing female enrolment by means of house-to-house campaigns.

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(99) Cameroon, Chad, Guinea, Uganda; Dominica, Panama, United States of America; Kuwait, Malaysia; Western Samoa.

(100) Dahomey, Madagascar, United Arab Republic, Montserrat, St. Kitts-Nevis-Anguilla, Uruguay; Afghanistan, Burma, Indonesia, Israel, Lebanon; Bulgaria, Italy.

(101) Central African Republic, People's Republic of the Congo, Liberia, Sierra Leone, Togo, Nicaragua; Brazil; Laos, Republic of Viet-Nam; New Hebrides.

(102) Algeria, Central African Republic, People's Republic of the Congo, Gabon, Libya, Niger, Nigeria, Togo, Zambia; Ecuador; Iran, Republic of Viet-Nam.

(103) Burundi, Ivory Coast, Liberia, Malawi, Mali, Swaziland, Turkey.

(c) Miscellaneous obstacles

73. Women in rural areas[104] also encounter obstacles of a geographical nature[105]: scattered places of residence, lack of transport, difficulty of access to establishments in which the courses are held. The New Hebrides reply states that in addition to the scattered nature of places of residence, there is a language problem: "the use of French, English and Pidgin as languages of communication, all three of them known inadequately compared with the seventy odd vernaculars". Some countries[106] stress the importance of social and economic factors. Syrian Arab Republic's reply refers to "apathy resulting in some cases from the lack of improvement in the financial circumstances of the women receiving literacy instruction". Subjective factors (psychological reasons, apathy) are mentioned in some replies.[107] These occupy a very small place among all the problems described. On the other hand, a factor which seems to have a very important effect on progress made by women who have learnt to read and write is the prevailing attitude towards literacy in the area where they live. In cases where the atmosphere surrounding literacy classes is one of indifference, or even disapproval, and where classes are conducted in the face of material difficulties which have adverse physical effects on pupils, such as over-exertion and fatigue, it is increasingly difficult for women to persevere in what becomes an ordeal.

(d) Unfavourable attitudes to female literacy

74. There is a broad range of negative attitudes to female literacy, including indifference,[108] reticence,[109] and downright prejudice.[110] Nigeria mentions both the "indifference and sometimes unfavourable attitude of some parents or husbands" and "the social status of women in some parts of the country". Several countries[111] mention the varying degrees of opposition among families. The attitude of husbands, which is possibly the determining factor in the literacy of their wives, sometimes proves negative or even hostile.[112] Husbands in Liberia and Niger are particularly unsympathetic to evening classes. In Sierra Leone some husbands simply do not see any need for their wives to learn to read and write. In Libya "certain bodies who vehemently adhere to social traditions" attack female literacy. In El Salvador resistance has been noted "in small communities, especially in rural areas". The same is true of India. Resistance to female literacy in Ecuador is encountered among "some heads of families particularly in indigenous communities (who) believe that education is a man's privilege" and among employers who "are reluctant to give women permission to attend Adult Education Centres on the ground that they are wasting their time". The Yugoslav reply notes that "in some parts of the country, particularly in the underdeveloped areas, the question of compulsory primary education for girls poses a special problem since the traditional view that girls do not need to go to school is still held".

75. The question arises whether the reticence encountered in several countries and reported in some replies is peculiar to isolated individuals or whether it is a prevalent attitude among stratified groups which resent female literacy as an encroachment on their authority or a threat to their position.

(e) Groups unfavourable to female literacy

76. Twenty countries[113] state that such groups do not exist in their countries. Gabon, Tanzania and Thailand are unable to reply in the absence of studies on the question. Tunisia reports

(104) See below, paragraphs 87-106.
(105) Liberia, Tunisia; Mexico; Brazil; Brunei (where establishments continue to be inaccessible to a number of men and women), Pakistan; New Hebrides.
(106) Ghana, Mauritius, Togo; El Salvador, Honduras, Mexico; India, Laos, Pakistan.
(107) Sierra Leone; Nicaragua; Syrian Arab Republic, Republic of Viet-Nam; Greece, Spain.
(108) Gabon, Ghana, Nigeria; Hong Kong, Jordan.
(109) Algeria, El Salvador, Guatemala.
(110) Libya, Niger, Nigeria, Sierra Leone, Tunisia; El Salvador, Mexico; Ecuador, Peru; Iran, Iraq, Pakistan, Turkey; Yugoslavia; Solomon Islands.
(111) Algeria, Gabon, Liberia, Niger, Nigeria, Sierra Leone; El Salvador, Guatemala; Hong Kong, India, Iran, Jordan, Pakistan.
(112) Gabon, Liberia, Niger, Nigeria, Sierra Leone; Guatemala.
(113) Algeria, Burundi, Chad, Guinea, Liberia, Sudan, Swaziland, United Arab Republic, Zambia; Dominica, Dominican Republic; Hong Kong, Kuwait, Malaysia, Philippines, Syrian Arab Republic, Republic of Viet-Nam; Bulgaria, Greece; Western Samoa.

that groups opposed to female literacy are extremely uncommon. Opposition to female literacy seems to stem most frequently from the inhabitants of rural areas.(114) According to the reply from the Ivory Coast, such groups are "wedded to the land and traditions".

77. In several Latin American and Asian countries, the groups having the lowest rate of development are also the most reticent,(115) either as a result of economic necessity or because they live in accordance with ancestral patterns, as suggested by Panama. These factors cannot be broken down unless a more thorough study is undertaken. Implementation of an economic and social development programme covering such groups might, according to Chile, have a beneficial effect on the opposition which has been encountered.

78. Other disadvantaged groups, such as the isolated tribes in Mali and Iraq, and the indigenous communities in Guatemala and Ecuador, seem firmly opposed to female literacy. Moreover, "the conservative elements of traditional society" (Nigeria), those who "tenaciously adhere to social traditions" (Libya), "the village orthodox and conservative illiterates" (Pakistan), the traditional Moslems in the Ivory Coast and Malawi, and certain religious groups and castes in India also oppose female literacy. Some replies reveal special cases: elderly men in the New Hebrides, city groups in Togo, and bushmen in the Solomon Islands are still opposed to female literacy.

79. Yugoslavia's reply clarifies the problem: "One of the reasons for the existence of illiterate women in certain milieux is resistance to literacy training among that section of the illiterate population which adopts a special attitude towards female children". It is this "special attitude" which explains the gap between illiteracy rates among men and women which is the main obstacle to the reduction of that gap by efforts to improve female literacy. The New Hebrides reply notes that "equal access of women to literacy will still remain a problem after a start has been made in the four semi-urban areas".

2. Drop-outs and wastage

80. Of the difficulties encountered by female literacy, not the least are those arising from drop-outs and wastage. Of course, drop-outs and wastage affect all parts of the traditional education system with varying degrees of seriousness according to the country concerned, and have varying effects on the individual and the community according to the level at which they occur. With specific reference to literacy programmes, drop-outs and wastage mean that the efforts to teach the pupils concerned have failed; it is therefore particularly important to determine the scope of the problem and to attempt to discern the reasons for it.

(a) Estimates of drop-outs and wastage

81. A number of countries have supplied estimates (rarely figures or precise percentages) of drop-outs and wastage for women and, in some cases, for men attending literacy courses. Sudan, Panama (in the capital only), Hong Kong and India estimate drop-outs and wastage among women as equivalent to, or less than, 10 per cent of female pupils enrolled. In twelve countries(116) it is between 10 and 25 per cent, in seven others(117) drop-outs and wastage figures, although over 25 per cent, are not considered to exceed 50 per cent of the pupils enrolled, while in nine countries(118) it exceeds 50 per cent, Libya reports that a large proportion of women abandon courses, which does not seem to be the case in Nigeria, Swaziland, United Arab Republic, Dominica, Montserrat or the Republic of Viet-Nam, which consider that they have a low rate of drop-outs and wastage in their literacy courses.

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(114) Ivory Coast; El Salvador; Nicaragua; Brazil; India, Iraq; Spain.

(115) Honduras, Mexico, Panama; Chile, Colombia; India, Jordan.

(116) Malawi, Tunisia; Dominican Republic (13 per cent in urban centres, 27 per cent in rural areas), El Salvador (16 per cent in urban centres, 27 per cent again in rural areas), United States of America (global estimate without distinction according to sex), Honduras, Mexico, Nicaragua, Argentina; Iraq (19 per cent in first year, 28 per cent in second), Jordan, Kuwait.

(117) Cameroon, Ethiopia; Ecuador; Indonesia, Pakistan; Italy, Spain.

(118) Central African Republic, People's Republic of the Congo, Mauritius, Sierra Leone; Guatemala, Peru; Afghanistan, Philippines; Greece (where drop-outs and wastage among women are estimated at 90 per cent of enrolments).

82. Most countries believe that drop-out and wastage rates are different for men, although they do not always specify in what way it differs. Nine countries(119) believe that the drop-out and wastage rate is higher among women than among men, while the opposite situation is adduced in ten replies.(120) In thirteen other countries(121) no difference between the sexes has been noted in this respect.

83. Although very few countries have been able to calculate or estimate drop-outs and wastage rates in their literacy courses, most replies seem to display an awareness of the problem and attempt to discern the reasons underlying it.

(b) Reasons for drop-outs and wastage among women

84. Women often feel that family occupations are incompatible with continuation of their courses. "Women who are over-burdened with their duties as mothers and wives" (Cameroon), "housework which takes up too much of their time" (Yugoslavia), maternity(122) and household duties(123) are the main reasons for abandonment of courses. In some cases, "family"(124) reasons are vaguely mentioned and sometimes the mere fact of being married(125) is sufficient to prevent women from adhering to their original decision to learn to read and write. Occasionally, husbands intervene directly (through jealousy, according to Mali, with protests, according to Laos and out of prejudice, according to Guatemala) in preventing their wives from attending courses, when drop-outs and wastage are not caused by the indifference or prejudice prevalent in a milieu as a whole.(126)

85. Work in general,(127) especially when it is performed in difficult conditions (a night work, for instance) and in addition to family commitments, and agricultural work in particular,(128) are regarded as one of the reasons for drop-outs and wastage in a number of countries. In some cases, women are compelled to discontinue their courses because of emigration in order to secure employment,(129) a new marriage(130) or a change in the place of residence,(131) which is often related to employment problems. Economic reasons,(132) distance and transport difficulties in rural areas,(133) or unfavourable weather conditions(134) are sometimes responsible for drop-outs and wastage among female students. "Personal" factors are rarely mentioned;(135) the imponderable "sickness"(136) is more frequently cited as one of the reasons for drop-outs and wastage. Some countries(137) make a point of indicating the differences in the reasons for drop-outs

(119) Ivory Coast, People's Republic of the Congo; Afghanistan, Hong Kong, Iraq, Philippines; Greece, Spain, Yugoslavia.
(120) Malawi, Mauritius, Sudan, Tunisia; Panama (estimate relating to courses in the capital), Ecuador; Indonesia, Kuwait, Pakistan; Italy.
(121) Algeria, Swaziland, Zambia; Dominica, St. Kitts-Nevis-Anguilla; Peru, Uruguay; India, Syrian Arab Republic, Republic of Viet-Nam; Bulgaria; Solomon Islands, Western Samoa.
(122) Burundi, Cameroon, Chad, Dahomey, Ethiopia, Ivory Coast, Mali, Niger, Nigeria; El Salvador, St. Kitts-Nevis-Anguilla, United States of America; Afghanistan, Jordan, Kuwait, Philippines, Syrian Arab Republic; Yugoslavia.
(123) Algeria, Burundi; Afghanistan, India, Indonesia, Kuwait, Laos, Republic of Viet-Nam; Yugoslavia; Honduras.
(124) Libya, Tunisia; Ecuador; India; Greece, Italy.
(125) Nigeria, Tunisia; India, Indonesia.
(126) Replies from Algeria, El Salvador, India, Nigeria, Sierra Leone and United Arab Republic.
(127) People's Republic of the Congo, Ivory Coast, Togo; Honduras, Nicaragua; Argentina, Peru; Yugoslavia.
(128) Gabon, Ivory Coast, Libya, Madagascar, Mauritius, Sierra Leone, Swaziland; El Salvador; Philippines, Syrian Arab Republic; Italy.
(129) Tunisia; Panama, St. Kitts-Nevis-Anguilla; Argentina, Colombia, Venezuela; Hong Kong, Philippines.
(130) Chad, Dahomey, Ivory Coast, Liberia.
(131) Honduras, Ecuador, Peru; India, Laos; Italy.
(132) Togo; Dominica, Mexico, St. Kitts-Nevis-Anguilla; Colombia, Ecuador.
(133) Ethiopia, Swaziland; United States of America; El Salvador, Mexico; Ecuador.
(134) Swaziland; El Salvador; Afghanistan.
(135) Libya, Jordan ("shyness"), Greece ("psychological reasons").
(136) Cameroon, Chad, Ivory Coast, Niger; Dominican Republic, Honduras, United States of America; Argentina, Ecuador; Republic of Viet-Nam.
(137) Tunisia; Guatemala; India, Indonesia, Kuwait; Greece, Spain.

and wastage among men and among women. The reply from the Ivory Coast, which notes that course attendance by men is more regular, states that "men do not encounter the same reasons as those evoked by women". The following shortcomings in literacy programmes are noted in the replies from certain countries: unsuitability of programmes for the needs of illiterate women(138), shortage of materials and funds(139), and lack of training among personnel. (140) Whatever the reason, these shortcomings frequently give rise to an atmosphere of despondency, which is likely to lead to drop-outs. In several countries(141) lack of perseverance interest and of incentive are also noted among the reasons for drop-outs and wastage.

86. Among this broad range of reasons for drop-outs and wastage among female students the most important is that women are overwhelmed by the weight of the many tasks which they are obliged to perform. Their efforts to become literate are made in addition to an already impressive list of obligations. They are the ones who "have to stay at home ... to look after the children and domestic animals" (Ethiopia), when they are not working in the fields or about the house. They are the ones who, in the Ivory Coast, even have to organize funerals. When the United Arab Republic refers to a "high percentage of women, especially in rural areas (who) prefer to devote their time to housework", it would be useful to know whether such a preference has been expressed willingly and a choice has been freely made, or whether women are compelled to combine work in the fields with housework, care of children and literacy courses. The answer is given by the same country, which also mentions a "lack of nurseries and kindergartens".

3. Rural women in relation to literacy

(a) Definition of the "rural area"

87. The definition of the rural area varies in different countries. In the replies received, it is based on one or more criteria. The usual criterion adopted is the type of economic activity. (142) In this case, the salient feature of rural areas is that the activities exercised by their population are solely or mainly agricultural.

88. Some replies refer to the housing structure. It is the low concentration or the dispersion of the population which provides the definition of the rural area, (143) or else the small size of the agglomerations included in it, the number of inhabitants of which varies in different countries. (144) An upper limit of 1,000 is taken as the criterion in Tunisia, and of 2,000 in Guatemala and Chile; the United States of America and Venezuela make that limit 2,500 inhabitants, while Liberia and Iran include in rural areas agglomerations not exceeding 5,000 inhabitants.

89. Some countries(145) define the rural area by contrast with the urban area or town, or by the fact that it is lacking in some of the advantages which are to be found in the latter. According to the reply of Afghanistan, the rural areas are the part of the country which lack "good roads, schools and buildings, facilities for development etc."; that of Guatemala adds the lack of potable water and light to the demographic criterion; that of Ecuador adds to the economic criterion an indication concerning the shortage of social services in rural areas.

90. Certain replies provide great geographical precision. For Zambia "the rural area constitutes the areas away from the principal towns of the Copperbelt and the Line-of-Rail. "(146) Hong

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(138) Algeria, Burundi, Liberia, Madagascar, Niger, Swaziland; Hong Kong, Turkey.
(139) Cameroon, Central African Republic, People's Republic of the Congo, Ghana, Liberia, Nigeria, Swaziland.
(140) Central African Republic, Chad, People's Republic of the Congo, Ghana, Liberia, Zambia; Panama.
(141) Cameroon, Central African Republic, Ethiopia, Ghana, Liberia, Mali, Niger, Nigeria, Sudan, Zambia; Honduras, Mexico, Montserrat, Panama; Venezuela; Jordan, Pakistan, Philippines; Spain; Solomon Islands.
(142) Algeria, People's Republic of the Congo, Ivory Coast, Mali, Togo, United Arab Republic; Mexico; Chile, Ecuador; Iraq, Iran; Greece, Italy.
(143) Algeria, Burundi, Swaziland; United States of America; Spain.
(144) Liberia, Tunisia; Guatemala; Chile, Venezuela; Iraq, Iran.
(145) Cameroon, Chad, Swaziland; Turkey, Republic of Viet-Nam.
(146) This is the railway line serving the mines and along which urban centres and industries have grown up.

Kong understands by "rural area" "the New Territories".(147) The reply from the Solomon Islands reports that "the whole territory is a rural area", and that of the New Hebrides refers to the urban areas which consist of "two small townships and two district headquarters", implying that the rest of the territory is rural. The definition given by India is based on administrative criteria. Tanzania uses a dual criterion: distance from urban centres and settlement of traditionally peasant lands.

(b) Rural area in relation to female literacy level

91. There is a definite correlation between development and literacy. As a general rule, the least developed countries have the highest illiteracy ratios, whereas industrialization and urbanization speed up the acquisition of literacy.(148) Moreover, irrespective of the overall educational level, the rural areas within each country are still the least literate sectors, those where the literacy drive needs to be more intensive and to be sustained longer. There are few statistics on illiteracy broken down by rural and urban areas, but where they exist, they confirm that the rural areas are at a disadvantage.(149)

92. A recent Unesco document(150) gave, for only two countries, illiteracy ratios broken down both by sex and by place of residence.

Percentage of illiterates in the population

	Urban area		Rural area	
	Men	Women	Men	Women
Mexico 1960	20	26	48	55
Greece(151) 1961	7	22	11	41

It can be seen that for both countries the percentage of illiteracy is much higher in rural areas than in urban areas, and much higher for women than for men. Yet the two countries show appreciable differences: higher illiteracy in Mexico in all cases, and greater gaps between the sexes in Greece, where the percentage of illiterate women is three times as high as that of illiterate men in urban areas and nearly four times as high in rural areas.

93. In the document cited, the number of illiterates was given for a few countries in absolute figures broken down by sex and place of residence. In the absence of data on the total population, we were only able to evaluate the proportion of female illiterates to the total of illiterates, both in urban and in rural areas, and not the illiteracy ratios by sex in the two sectors. It will be noted (Annex V) that in all cases the number of women is more than half the total number of illiterates, the maximum figure being that of Greece where women constitute 78.2 per cent of the illiterates in urban areas and 81.0 per cent in rural areas.

(c) Difficulties encountered by women in rural areas

94. Twenty-one countries consider that the problems raised by literacy teaching for women are the same in rural and urban areas.(152) However, two-thirds of the replies report differences.

95. What are these specific problems encountered in literacy teaching for women in rural areas? These comprise, firstly, the problems which arise both for men and for women in rural areas and, secondly, the problems which relate specially to women, whether in rural or in urban areas, and which are connected with the obstacles already stated in Chapter III, section I. But in this case the difficulties overlap.

(147) These are the territories received from China on 1 July 1898 on a 99-year lease.
(148) "World illiteracy at mid-century", Chapter X, "Illiteracy and urban industrialization", Unesco, Paris, 1957.
(149) "Access of Girls and Women to Education in Rural Areas", Unesco, Paris, 1964, paragraph 66 and Table 6.
(150) "Statistics of Illiteracy", Teheran Congress, document Minedlit/5, Unesco, Paris, 1965.
(151) The illiterates of the semi-urban areas are included in the ratios of the urban areas.
(152) Ghana, Malawi, Nigeria, Sudan, Tunisia, Uganda, Zambia; Dominican Republic, El Salvador, Montserrat, Panama; Venezuela; Republic of Korea, Israel, Jordan, Lebanon, Syrian Arab Republic (almost the same), Thailand; Bulgaria, Italy (more or less the same); Western Samoa.

96. Geographical dispersion. A difficulty inherent in the geographical situation of rural areas is the dispersion of housing and the inadequate transport facilities, which means that the literacy centres are not easily accessible.(153) Peru points to "the dispersion of the rural population" and the fact that "the rural area is lacking in adequate roads and transport facilities". The effects of this state of affairs are important in Brunei: "Adult literacy classes can be held only in urban areas or in the more populated rural areas. In the remoter and more sparsely populated areas adult literacy classes are not feasible at present".

97. Inadequate facilities. Some replies(154) bring out the low level of development in rural areas which naturally affects female literacy. Turkey's reply reports that: "The rural areas are less developed; therefore, the ways of life and the needs of rural people are quite different from that of urban areas". Sometimes the lack of facilities is acute:(155) "The lighting of classrooms is often deficient" in the People's Republic of the Congo. The same problem arises in Ethiopia where, since electricity does not reach the rural areas, lanterns are used in the classroom. The reply of Dominica stresses the fact that the absence of electricity is an obstacle to the use of certain techniques. In general, literacy classes in the towns have equipment and facilities which are lacking in the countryside. In the New Hebrides, for example, "villages do not have access to books, visual aids or films".

98. A direct consequence of this situation is the shortage of teaching staff.(156) In the People's Republic of the Congo there are "difficulties in finding instructors at an adequate level"; Gabon and Iran note a shortage of female staff in the rural areas; the Liberian reply is explicit in this respect: "Urban women have more teachers because more teachers prefer the urban areas".

99. The manifold duties of women. Women in rural areas frequently have to combine a dual activity, work in the fields and in the house.(157) The reply of the Ivory Coast specifies:

"Although literacy teaching is difficult to organize for women in the urban areas, it is easier than in the rural areas where the women also work with their husbands in the fields and only return, exhausted, in the evening when they still have to deal with their household duties."

The woman's working day does not end at the same time as the man's: "In the rural areas ... (she) accompanies the man in his work and subsequently she looks after the home" (Argentina). The Tanzanian reply points out that "scattered family units make it difficult for women to draw help from one another" when they are overwhelmed with duties. Consequently, there is a greater number of drop-outs among women in rural areas in Jordan (where they often have to move to follow their herds),(158) and less diligent attendance than in the towns in Cameroon, in the Philippines, in Pakistan, in Spain and in Libya. Libya states: "Women students in urban areas persevere in attending the literacy courses, whereas women students in rural areas, mostly engaged in agricultural work, do not, in view of the nature of their work and the remoteness of the schools they attend the course in". In Sierra Leone "women in rural areas are fully engaged in farm work and their husbands are reluctant to let them attend literacy classes". The reply of Honduras stresses the necessity of bearing in mind, when organizing literacy courses the period when women are occupied in the field during sowing and harvesting.

100. These replies should be considered in connexion with certain comments made at the Meeting of Experts on the Access of Girls and Women to Education in Rural Areas in Asia, organized in Bangkok by Unesco in 1962:

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(153) Burundi, People's Republic of the Congo, Libya, Swaziland; Dominica, Mexico, United States of America; Peru; Brunei; Pakistan; Spain; Solomon Islands.

(154) Mexico; Hong Kong, Turkey.

(155) People's Republic of the Congo, Ethiopia, Liberia, Swaziland, Tanzania; Dominica; Ecuador; Indonesia; Pakistan; New Hebrides, Western Samoa.

(156) People's Republic of the Congo, Gabon, Liberia, Swaziland; United States; Iran; Western Samoa.

(157) Cameroon, Chad, Gabon, Ivory Coast, Libya, Mali, Mauritius, Sierra Leone, Tazania; Honduras, Nicaragua; Argentina, Ecuador; Jordan; Greece.

(158) See also paragraph 81.

"The experts noted that in all countries of the region the obstacles to the access of women to education in rural areas were primarily connected with family circumstances. In the countryside women not only had to take care of the home and children, but also worked in the fields and usually did not have any domestic help. These obstacles were all the more serious as the economic level was lower. The lack of premises where women could meet for community activities and the absence of day nurseries where they could leave their children also contributed to shutting them off from educational opportunities". (159)

101. Customs and prejudices. "In the rural areas ... the impact of customs (is) much stronger than in the towns" (Algeria) and prejudice is more difficult to overcome and more far-reaching in its effects. Some replies(160) made a point of stressing this major obstacle to literacy teaching for rural women. That of Sierra Leone is explicit: "Women in urban areas are freer to attend classes if they want to. There is more male prejudice in rural areas". Nicaragua draws attention to "the refusal of fathers to send their daughters to school". In Pakistan: "Women in rural areas are more conservative than those of urban areas". In this connexion, India's reply provides a complete analytical picture:

"1. Difference in cultural background.
2. In general people in rural areas are more conservative and orthodox.
3. Lack of appreciation of the need for education for women.
4. General feeling that a literate women may not like to do manual work.
5. In some cases there may be problems due to the caste system, but these are disappearing.
6. Pardah system(161) which prevents women from going out from their homes to attend literacy classes, etc."

102. Other difficulties of literacy teaching for rural women. The time-table of literacy courses sometimes raises problems for women in rural areas, because of the tasks they have at the end of the day in Argentina and, in Ethiopia, because it is difficult for them to go out at night. The Republic of Viet-Nam reports specific problems which arise in rural areas:

"1. Lack of safety in certain areas;
2. difficulties in travelling;
3. difficulties in counting the illiterates and bringing them together".

103. Some countries(162) note that the incentives are weaker in the rural areas: "The incentives for literacy are higher for women in urban areas or industrial agglomerations" (Yugoslavia, Honduras).

(d) Literacy courses in rural areas

104. In most cases the curricula of literacy courses are the same in rural as in urban areas. However, twenty-six replies(163) indicate that the curricula are different, or differ to some extent, in different areas. The programmes have to be adapted to the environment in Dahomey, in Colombia and in Italy where they are "purely indicative and can therefore be adapted to different situations and to local requirements". The replies from countries which supply more details(164) specify that this adaptation is geared to agriculture and health education in rural areas, while in the urban areas stress is laid on handicrafts and industry. Such is the case in Tanzania, where "rural courses are directed at agricultural development, whereas urban courses aim at improvement of industrial output". Tunisia replies: ... "a certain initiative is left to the men and women teachers in the choice of centres of interest and of texts related to the environment and to the occupation of the male and female students ... For example, in the towns stress is laid on traffic, the market, postal operations, television, etc., ... while in the rural areas the topics focus more

(159) UNESCO/ED/193, Paris, 8 July 1962, page 6.
(160) Algeria, Ethiopia, Sierra Leone; Guatemala; Nicaragua; Ecuador; India, Iraq.
(161) Reclusion of women inside the house.
(162) Algeria, Chad, Gabon, Niger; Iran; Spain, Yugoslavia.
(163) Chad, People's Republic of the Congo, Dahomey, Guinea, Liberia, Mali, Niger, Sierra Leone, Sudan, Swaziland, Tanzania, Togo, Tunisia; Argentina, Colombia, Ecuador, Venezuela; India, Iran, Iraq, Laos, Malaysia, Syrian Arab Republic, Republic of Viet-Nam; Italy, Yugoslavia.
(164) People's Republic of the Congo, Swaziland, Tanzania, Tunisia; Ecuador; Iran, Malaysia.

on agriculture, the kitchen garden, small-scale animal husbandry, handicrafts, etc.". In Iran "the teaching method is the same, but the educational texts vary in each area, for example, in the rural areas attention is focused on family health and agriculture". In Venezuela, the curriculum is the same in the rural and urban areas as regards the basic subjects, reading, writing and arithmetic, "but in the urban areas it is based on the development of small-scale handicrafts and on industrialization, and in rural areas it is related to the process of land reform".

105. Certain countries(165) allude to the methods of functional literacy, where the programmes are related to the economic activity of those concerned. Mali's reply reports differences in different programmes: "In the context of the national literacy programme, the curricula of the literacy courses are identical for women in rural and urban areas. In the context of the pilot project for functional literacy, the women workers follow a curriculum specially related to their occupation". Togo notes: "We are teaching functional literacy, which means that in the villages our reading texts reflect the occupation of our students, while in the towns printed books are used as the reading tool".

106. Some replies stress particular aspects of literacy programmes in rural areas. The Republic of Viet-Nam indicates: "Technical and vocational education is neglected in the countryside". In Niger, French is used as the language of instruction in the towns and the vernacular languages in the rural areas. In Liberia: "In urban areas, more literacy teaching is carried on than in rural areas for the following reasons: (1) Whenever limited equipment is available, the urban teachers get the first consideration, being near the source of supplies: (2) the types of things literacy might encourage women to engage in, like sewing, attract urban women more than rural women".

(165) Mali, Togo; Argentina; Iraq.

IV. FAVOURABLE DEVELOPMENT OF CURRENT ATTITUDES AND TRENDS

1. Positive attitudes to literacy programmes for women

107. While teaching is provided by institutions, education is provided by the whole social environment. The success of literacy work, involving both institutionalized teaching and education, is therefore dependent on the favourable reception and support of large sections of the population, if not the entire nation, as well as on a specific structural framework. Otherwise, it will not take hold and its results will be inadequate and chimerical.

108. Since the negative attitudes have already been discussed,(166) we shall now consider to what extent the sectors of the population involved in one way or another in literacy work with women accept and encourage these activities.

(a) Attitudes of the different sectors of the population concerned with female literacy

109. National authorities. Almost without exception, replies have praised the attitude of the authorities; they are attentive, favourable, encouraging; they make no discrimination between the sexes and try to put men and women on an equal footing as far as literacy programmes are concerned. However, certain replies cast a shadow on this optimistic picture by making a distinction between statements of principle and positive measures (New Hebrides). The Ivory Coast mentions the problem of priorities:

> "Very favourable, but because of the many priorities to be met, very few resources are made available for this activity".

and Jordan:

> "Necessary but, in priority, it (female literacy) comes after compulsory education for children".

The attitude of the Ghanaian authorities is described as "indifferent".

110. Literacy teaching personnel. Almost unanimously, literacy teaching personnel, too, are considered to have an extremely positive attitude towards female literacy: they are dedicated, enthusiastic, convinced of the need for literacy (Ivory Coast), and strive actively towards this goal without any discrimination between men and women. Certain replies (Chad, Indonesia) stress that the literacy workers are volunteers which, in itself, is indicative of their attitude. In Guatemala the staff make it possible for women to attend courses by reserving the evening hours for them. However, in Thailand's reply, some criticism is levelled at the teaching staff: "they do not pay much attention to them (women)".

111. The women themselves. What is the attitude of persons most directly involved, namely, the women? The vast majority of replies state that women have responded enthusiastically to literacy programmes. They are eager to learn (Nigeria), earnestly wish to be literate (Swaziland), in order to improve their economic, social and cultural level (Mexico). They are aware of the value of literacy and "hope that the number of literacy centres and the equipment in those already established will be increased (Ivory Coast)". According to Jordan's reply, for some women literacy is a matter of prestige and for others a necessity. Young women seem to have more incentives (Algeria, Laos, Viet-Nam, New Hebrides), and the elderly sometimes seem to be resigned to what they consider to be irrevocable illiteracy. Certain replies state(167) that the women's positive attitude can be seen in their remarkable application and higher class attendance rate than men. In some countries(168) however, the enthusiasm of the women is somewhat limited, mainly because of the lack of information. The Greek reply contains a variety of nuances:

> "The women who attend the schools work hard for their education. Of those who do not attend some want an education but cannot attend courses for many reasons, including, in particular, psychological factors and the necessities of life".

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(166) Chapter III, section 1, "Factors impeding female literacy" (paragraphs 69-79).
(167) Chad, Tunisia; Dominica, United States of America; Venezuela.
(168) People's Republic of the Congo, Ghana, Liberia, Sierra Leone; Guatemala; India.

112. The families. The families present a fairly broad spectrum of attitudes to literacy programmes for women, ranging from indifference, reticence and sometimes hostility(169) on the part of parents and relatives and in particular husbands,(170) to acceptance, enthusiasm and positive support. Four out of five replies describe positive attitudes. Togo's reply states that the indifference of families changed into enthusiasm after visits from the literacy workers. In certain cases a fairly detailed description of family reaction is given. In Chad, "the population is now so well aware of how useful it is to know how to read and write that parents and relatives encourage their families to learn". In Indonesia, the families make special provision for women so that they can follow literacy programmes. The Libyan reply points out that the attitude towards literacy programmes for women varies according to the level of education of the families. In Chile: "There are changes in the traditional rôles of the family, a fact which is conducive to a better understanding of the problem, particularly in urban areas".

113. The public. Almost all the replies state that the general public accepts literacy programmes in general, and in particular, literacy programmes for women. Certain replies(171) however, record that the population still has some reservations. Indonesia states that literacy programmes for women have become a national problem for the population; in Pakistan, everyone is in favour of them.

114. As a general rule, considering that replies are somewhat conservative, it seems that the attitudes to literacy programmes for women are positive, from the family level - where there is most reticence - to that of the authorities who appear to be unanimously in favour of equal access of women to literacy.

(b) Socio-economic groups favourable to literacy programmes for women

115. Since the authorities and the general public, as well as those most directly concerned, favour literacy programmes for women, it would be interesting to know which socio-economic groups are particularly active in this field.

116. Certain replies(172) state that since the whole population has been won over to the concept of female literacy, all socio-economic groups are in favour of it. About ten countries indicate that the groups which are in favour of literacy programmes for women are those involved in the advancement of women, such as trade unions and political organizations(173) or women's organizations(174) which are sometimes of a political nature. In a certain number of countries support for literacy programmes for women seems to come from the middle classes;(175) in Jordan, Kuwait and India (except where prejudice still exists), from the upper classes; in Liberia and Dominica from the lower-income groups; and in Colombia from the working class. Workers, craftsmen, small traders and persons in the lower-income groups support the literacy programmes for women in Ghana, Mauritius and Tunisia ("young working girls from modest rural families"), in El Salvador and in Guatemala ("small farm-holders and factory workers"). On the other hand, in Mexico it is "the groups with the highest development index which reveal an interest in literacy programmes for women".

117. It would be interesting to know the reasons behind the attitudes of the various groups. The reply from the People's Republic of the Congo notes the difference in incentive: "In the affluent classes, the husbands are already well educated and actively encourage their wives to learn. But the poorer classes directly feel the need to be educated and a greater number of them attend the courses". The educated men and intellectuals as a group support female literacy programmes in Nigeria, Mali, Libya and the New Hebrides, where their attitude is shared by the younger women.

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(169) Algeria, Gabon, Liberia, Niger, Sierra Leone; El Salvador, Guatemala; Hong Kong, India (in the rural regions), Jordan, Pakistan.

(170) The reply from the People's Republic of the Congo which reports a favourable attitude by families towards literacy programmes for women is significant because of the way it is phrased: "favourable. Husbands do not seem to be a deterrent, particularly in urban areas".

(171) Algeria ("both favourable and sceptical"), Gabon, Ghana, Liberia ("generally the public is less concerned about female literacy"), Libya, El Salvador.

(172) Burundi, Guinea, Sudan, Swaziland; Dominican Republic; Hong Kong, Malaysia; Bulgaria.

(173) Algeria, United Arab Republic; Argentina; Spain.

(174) Madagascar, Cameroon, Niger; Indonesia, Philippines, Republic of Viet-Nam.

(175) Liberia; Dominica, Hunduras, Panama; Colombia, Ecuador; India, Jordan, Kuwait, Pakistan.

The rural population seems particularly favourable to female literacy programmes in Togo and Greece. In Chile, the support comes from "those connected with such aspects of economic and social development as agrarian reform and regional development programmes, etc.", and in Mali from members of the rural population who have had the opportunity to travel and from town dwellers in general. The situation is much the same in Zambia: "Both the rural and urban communities are equally in favour of literacy programmes".

118. Nevertheless, it seems that the most whole-hearted support for literacy programmes usually comes from urban communities.(176) Whether we are speaking of the "groups affected by the urbanization process", as in the Ivory Coast, or the women who work in an urban environment, as in Greece, in general, town dwellers are better informed and more receptive with regard to literacy programmes.

2. Development of attitudes

119. Are there any trends or developments discernible with regard to the problems posed by the equal access of women to literacy? Most countries did not reply to this question. Fifteen countries(177) replied in the negative. Others replied that the developments were positive in all ways. Cameroon, El Salvador, Argentina and Iran did not give any more details. The replies from Mali, Iraq and Turkey stressed the efforts made by the authorities. Zambia referred to the preparation of reading materials and textbooks for specific groups of persons attending literacy programmes. The activities of women's organizations have produced favourable results in the field of literacy programmes in the Congo and in India. The most noteworthy feature in certain countries is the change in attitude among the women themselves: in Algeria ("particularly among those who work"), in Panama (where they show "a marked tendency to take an active part in the various social and economic activities of the country") and the Philippines, where ever-increasing numbers attend the literacy courses. The reply of Honduras, states that a development of attitudes is the result of efforts of those women who, having eliminated prejudices and various obstacles, accede to different centres of education.

120. The replies received give grounds for viewing the future of female literacy with optimism since, in some cases "opposition is decreasing", as in Libya ("in certain quarters where education and cultural awareness are spreading and taking root"); attitudes are improving as in Guatemala ("parents and husbands are becoming increasingly understanding"); in Ecuador "there is a trend towards equal rights, progress in people's thinking and changes in their attitudes" and in Hong Kong "the demand for literacy courses seems to be decreasing as a result of the rapid expansion of primary school education".

3. Functional literacy

121. One important positive contribution to the equal access of women to education is the activities which the States' members of Unesco have been undertaking for several years with renewed vigour in order to combat illiteracy. This broad trend includes the so-called functional literacy experiment which was considered a priority for technical and financial assistance by the Organization, the Specialized Agencies and the finance bodies within the United Nations system.

122. The World Congress of Ministers of Education on the Eradication of Illiteracy, which met in Teheran in 1965, decided to implement a completely new programme based on the relationship between economic development and the level of education: the Experimental World Literacy Programme.

123. Unesco has been responsible for most of the programme which "is based on the principle that every literacy operation should be integrated into development projects. Every pilot project includes two or three sub-projects, each of which forms an operational unit corresponding to a development programme or to a sphere of economic activity in which literacy teaching may be taught in relation to practical problems, with the aim of overcoming certain specific obstacles to development". (178)

(176) Ivory Coast, Mali; Brazil, Peru, Venezuela; India, Iran; Greece; Solomon Islands (the clergy in the towns), Western Samoa.

(177) Chad, Gabon, Liberia, Mauritius, Nicaragua, Nigeria, Tunisia; Brunei, Jordan, Republic of Korea, Kuwait, Laos, Malaysia, Pakistan, Syrian Arab Republic; Western Samoa.

(178) Unesco 15 C/52 "The position as regards functional literacy pilot projects".

124. At the present stage,(179) the Experimental World Literacy Programme is composed of a number of projects which can be classified as follows:

(a) Nationally financed programmes: Venezuela (in operation), El Salvador, Libya and Zambia (in preparation).

(b) UNDP(180)-assisted projects: Algeria, Ecuador, Ethiopia, Guinea, Iran, Madagascar, Mali, Sudan, Tanzania.

(c) Projects financed from national sources which also receive bilateral aid: Niger, Afghanistan.

(d) Experiments where literacy programmes constitute one component of development projects for which another Specialized Agency is primarily responsible: India, Syria (FAO-assisted agricultural training and development projects).

(e) Small-scale short-term projects (microexperiments), for the purpose of studying a specific problem (literacy methods, experimental teaching material, use of audio-visual media, etc.): Algeria, India, Jamaica, Madagascar, Morocco, Nigeria, Tunisia, Uganda and Upper Volta.

125. At its fifteenth session, the Unesco General Conference stressed that an important place should be given to female literacy programmes in these projects:(181)

"35. In view of the fact that wherever illiteracy occurs, it is particularly women who are affected, every experimental functional literacy project should take into account the specific problems relating to the female section of the population."

126. It would be interesting to ascertain what attitude the countries replying to the questionnaire on the equal access of women to literacy(182) have adopted to functional literacy and what place women occupy in their projects.

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(179) End of June 1969. Information supplied by the Literacy Division whose report "Literacy 1967-1969" was published in provisional form in August 1969.

(180) United Nations Development Programme.

(181) Records of the General Conference, Paris, 1968, General Resolutions, Resolution 10, Future Programme.

(182) AFRICA: Algeria, Burundi, Cameroon, Central African Republic, Chad, People's Republic of the Congo, Dahomey, Ethiopia, Gabon, Ghana, Guinea, Ivory Coast, Liberia, Libya, Madagascar, Malawi, Mali, Mauritius, Niger, Nigeria, Sierra Leone, Sudan, Swaziland, Tanzania, Togo, Tunisia, Uganda, United Arab Republic, Zambia.

NORTH AMERICA: Dominica, Dominican Republic, El Salvador, Guatemala, Mexico, Montserrat, Panama, St. Kitts-Nevis-Anguilla, United States of America.

SOUTH AMERICA: Argentina, Brazil, Chile, Colombia, Ecuador, Peru, Venezuela.

ASIA: Afghanistan, Burma, Brunei, Republic of Korea, Hong Kong, India, Indonesia, Iran, Iraq, Israel, Jordan, Kuwait, Laos, Lebanon, Malaysia, Pakistan, Philippines, Syrian Arab Republic, Thailand, Turkey, Republic of Viet-Nam.

EUROPE: Bulgaria, Greece, Italy, Spain, Yugoslavia.

OCEANIA: New Hebrides, Solomon Islands, Western Samoa.
(The countries which have requested assistance under the programme are underlined with a solid line, and those where a functional literacy project is in operation are underlined with a broken line.)

127. Fifty-eight countries(183) state that their literacy programmes are linked to economic development. Sixteen others(184) state that theirs are not. The People's Republic of the Congo replies that "we have envisaged, planned and structured functional literacy programmes but their implementation up to now has been slight and sporadic". In El Salvador "there have merely been extremely small trial projects at the level of the rural community". Guatemala and Venezuela state that their literacy programmes are linked to agrarian reform in rural areas and industrial development in the towns. Although Italy's reply is negative, it states that "adult literacy activities are more intense in areas where economic and social reforms are under way or planned (transition from an agricultural to industrial economy, introduction of new industries, etc.). For this purpose in addition to literacy and educational courses there are special adult education and vocational training courses which are intended for both men and women".

128. In thirty-one countries(185) there are plans for courses for the wives of workers attending functional literacy courses, particularly in the case of wives of workers in certain industries in Swaziland and the wives of servicemen in Togo. The reply from Chad states that "the wives of these workers attend mixed courses along with the other adults from the neighbourhood". In the People's Republic of the Congo, "the most important project which will come into operation in a few months' time is the UNDP-financed rural renovation project for the Pool region. Thirty thousand rural workers' wives are expected to take part".

129. Eighteen replies(186) record the existence of female literacy programmes organized so as to involve indirect participation in economic life (factory workers, agricultural workers, etc.). Mali explains that "women working in State companies or enterprises attend the same programme as the men from the same sector".

130. Twenty-one countries(187) have plans for functional literacy programmes reserved for workers in certain sectors. These are mainly the industrial and agricultural sectors (People's Republic of the Congo, Tunisia, United Arab Republic, Brazil, Chile, Indonesia, Lebanon, Greece), the industrial sector (Algeria, Honduras, Mali, Venezuela, Burma) or the agricultural sector alone (Gabon, Nicaragua, Panama, Colombia). The United Arab Republic and Brazil are also preparing literacy programmes for commercial employees. Programmes are being planned for women employed in artisan work in Tunisia and in domestic service in Chile. Mali says that its project is related to the Segou tobacco factory and textile complex. The People's Republic of the Congo specifically mentions the cloth mill at Kinsoundi and the improvement of the agricultural techniques of the women involved in production.

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(183) Algeria, Burundi, Cameroon, Central African Republic, Chad, People's Republic of the Congo, Ethiopia, Gabon, Guinea, Liberia, Libya, Madagascar, Malawi, Mali, Mauritius, Niger, Nigeria, Tanzania, Togo, Tunisia, Uganda, United Arab Republic; Dominica, Dominican Republic, El Salvador, Guatemala, Honduras, Mexico, Nicaragua, Panama; Argentina, Brazil, Chile, Ecuador, Peru, Uruguay, Venezuela; Afghanistan, Burma, Hong Kong, India, Indonesia, Iran, Iraq, Israel, Kuwait, Laos, Lebanon, Pakistan, Philippines, Syrian Arab Republic, Thailand, Republic of Viet-Nam; Bulgaria, Greece, Spain, Yugoslavia; Solomon Islands.

(184) Ghana, Ivory Coast, Sierra Leone, Swaziland, Zambia; St. Kitts-Nevis-Anguilla, United States of America; Colombia; Brunei, Jordan, Republic of Korea, Malaysia, Turkey; Italy; New Hebrides, Western Samoa.

(185) Algeria, Cameroon, Central African Republic, Chad, People's Republic of the Congo, Gabon, Madagascar, Mali, Nigeria, Swaziland, Tanzania, Togo, Tunisia, Uganda; Dominican Republic, Honduras, Mexico, Nicaragua; Argentina, Brazil, Chile, Venezuela; Burma, Hong Kong, Indonesia, Iran, Israel, Laos, Republic of Viet-Nam; Bulgaria, Greece.

(186) Central African Republic, Chad, People's Republic of the Congo, Guinea, Mali, Niger, Swaziland, Togo; Honduras, Brazil, Venezuela; Burma, India, Syrian Arab Republic, Republic of Viet-Nam; Bulgaria, Greece, Yugoslavia.

(187) Algeria, Chad, People's Republic of the Congo, Mali, Swaziland, Tunisia, United Arab Republic; Honduras, Nicarua, Panama; Argentina, Brazil, Chile, Colombia, Venezuela; Burma, Indonesia, Iran, Lebanon, Republic of Viet-Nam; Greece.

V. SOME EXAMPLES OF LITERACY CAMPAIGNS IN COUNTRIES WHICH HAVE ABOLISHED ILLITERACY

131. Five of the countries which have abolished illiteracy or consider that the residual rate of illiteracy is negligible have furnished information on their successful campaigns.(188) In these countries, the mass literacy campaigns were an integral part of radical economic, social and cultural transformations.

1. Union of Soviet Socialist Republics, Byelorussian SSR and Ukrainian SSR

132. In 1917, the position was as follows: in the USSR, "almost three-quarters of the population were illiterate. The male illiteracy rate was 60 per cent and the female rate was 88 per cent. For the rural population, the illiteracy rate was 80.4 per cent for the two sexes and 93 per cent for women. Cultural deprivation was particularly marked in the case of non-Russian peoples, among whom illiteracy sometimes reached 99.5 or even 100 per cent for peoples who did not even have a written language".(189)

133. In the Byelorussian SSR, 80 per cent of the population were illiterate and the percentage was even higher for women. The Ukrainian SSR, where the use of Ukrainian was forbidden in schools until 1917, had an illiteracy rate of 76 per cent.

134. Action to combat illiteracy started immediately after the October 1917 revolution, in difficult civil war conditions. A considerable effort was made, particularly for the non-Russian population. A written form was devised for those languages which did not have one and textbooks were prepared in the different national languages.

135. This effort was intensified in 1919 with the promulgation of the "Decree on the Abolition of Illiteracy among the Population of the Russian Soviet Federative Socialist Republic", which stated:

> "All illiterate inhabitants of the Republic between the ages of 18 and 50 are obliged to learn to read and write in their native tongue, or in the Russian language, as they prefer. Tuition will be given in existing State schools and in those to be established for the illiterate population in accordance with the plans of the People's Commissariat of Education".(190)

136. The literacy campaign was the responsibility of the State but all the mass organizations (trade unions, youth organizations) were involved. Fifteen years after the promulgation of the decree on the abolition of illiteracy, more than 40 million people had learnt to read and write. In the Ukrainian SSR, for example, two million people, including 700,000 women, attended literacy classes between 1921 and 1927. The Down with Illiteracy society, founded in 1923, played an important rôle in this work and single-handed organized tuition for over 14 million persons.

137. The great shortage of teachers was resolved by mobilizing all citizens who were already educated: "The illiterates were taught by teachers, by office personnel, by senior pupils of secondary schools, by educated workers and farmers and by servicemen demobilized from the army. In this drive to teach illiterates, the People's Commissariat of Education and its local departments were authorized to employ the services of all educated citizens at rates of pay equivalent to teachers' salaries".(191)

138. In 1928, the youth organization Komsomol launched a mass movement to combat illiteracy, called the "Cultural Campaign". In each district, the local Komsomol branch formed "shock-brigades" of five to ten members.

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(188) In chronological order of literacy campaigns; Union of Soviet Socialist Republics, Byelorussian Soviet Socialist Republic, Ukrainian Soviet Socialist Republic, Romania, Cuba.

(189) M.V. Alexandrov: The abolition of illiteracy and national social and economic development, USSR National Commission for Unesco, 1965, page 4.

(190) A.M. Ivanova: Organization of the campaign to abolish adult illiteracy in the USSR, Fundamental and adult education, vol. XI (1959), No. 3, page 133, Unesco.

(191) A.M. Ivanova, op. cit., page 133.

139. "Favourable conditions were created for the adults who attended classes. If they were employed, their working day was shortened by two hours without any wage cut ... When adults were unable to attend school for certain reasons (small children to look after, long distance from the school, etc.), members of the committees assigned persons qualified for the job to coach such adults at home, obtained books and other requisities for this purpose". (192)

140. In Central Asia, various measures were adopted to encourage illiterate women to study: creation of special educational centres for women; organization of lessons for individuals or groups in smaller communities; creation of travelling schools for nomads.

141. Integration of literacy instruction and national development. Like all branches of education, literacy instruction was considered in the Soviet Union to be inextricably linked to the development process. Individual plans of action drawn up every year for each district, region and Republic took into account the size and break-down of the population, its cultural and economic level, geographical distribution and various other factors.

142. Facilities and equipment. As early as 1919, at a time famous for shortages, "rooms for study were set aside in clubs, factories and offices. Supply organizations were ordered to give priority to institutions concerned with the eradication of illiteracy ... Primers, charts for teaching the alphabet and sets of cardboard letters of the alphabet were circulated in millions of copies. Syllabuses and instructions on teaching methods for the teaching of illiterates and semi-literates were printed in tens and hundreds of thousands of copies. Books were published in 25 of the national languages of the Soviet Union". (193)

143. Methods. There was widespread publicity in favour of adult literacy. At the same time, illiterate adults were registered and classified so that they could be grouped according to educational level (totally or semi-illiterate) as well as place of residence and place of work. Instruction was given at two levels. The first corresponded to the first two grades of elementary school and the more advanced level was equivalent to the next two grades. Reading and writing were taught by the analytic-synthetic sound method.

144. Results. The national census in 1939 showed a considerable increase in the number of people who could read and write. The figures published in 1939 showed that 81.2 per cent of the inhabitants could read and write (90.8 per cent of the male population and 72.6 per cent of the female population).

145. In 1939, the percentage of literates in the population from nine to forty-nine years of age was 89.1 per cent. Among the male population it reached 95.7 per cent. In the cities the literacy rate reached 94.2 per cent for both men and women and 97.6 per cent for men. Literacy in the rural areas in 1939 was 76.8 per cent and 72.8 per cent for women. (194) After 1939, therefore, efforts were concentrated on the female population in rural areas.

146. Present position. Illiteracy has been completely eliminated in the USSR, the Byelorussian SSR and the Ukrainian SSR. General and compulsory eight-year education already exists and in 1970 all children between the ages of fifteen and eighteen will be enrolled at general or specialized secondary schools.

2. Socialist Republic of Romania

Background (195)

147. It was estimated that illiterates accounted for 38.9 per cent of the total population in 1930 and that illiterates and semi-illiterates numbered almost four million in 1945.

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(192) A. M. Ivanova, op. cit., pages 133 and 136.
(193) A. M. Ivanova, op. cit., pages 133 and 138.
(194) A. M. Ivanova, Survey of the literacy campaign in the USSR. Fundamental and adult education, vol. XI (1959), No. 3, pages 188 and 189, Unesco.
(195) "The elimination of illiteracy in the Socialist Republic of Romania", published by the Romanian National Commission for Unesco, Bucharest, 1965.

148. The first phase of the campaign against illiteracy started after 23 August 1944, in the midst of the great social, economic and cultural transformations of the post-war era. The Central Council of Trade Unions organized the campaign and ran it until 1948. At that time, there were 9,600 literacy courses for the whole country, given by 26,473 teachers or other personnel (workers, technicians, engineers, etc.). There were still 3,197,278 illiterates, representing 25.1 per cent of the population aged seven and above. Women accounted for 69.9 per cent of the total number of illiterates, nine-tenths of whom were in the rural areas.

149. The second phase of the action to combat illiteracy started in the school year 1948-1949, when the campaign became a State project executed by the Ministry of Education, where a Literacy Department was set up. This phase lasted until the end of the school year 1955/1956, by which time illiteracy was no longer a widespread phenomenon.

Organization of the campaign

150. A mass campaign was organized to reach all the illiterates in the country and to mobilize more than 150,000 teachers and other instructors. The trade unions, women's organizations and young people played a particularly active part. Literacy committees maintained liaison with the State agencies and the mass organizations and ensured the co-ordination of all literacy work. Those efforts were supported by an intensive information and publicity campaign to promote literacy.

151. The literacy campaign was related to the economic development of the country. Accordingly, both the first State Economic Development Plan (1949 and 1950) and the Five-Year Plan (1951-1955) laid down special objectives concerning the elimination of illiteracy. The fixing of those objectives was made easier by the fact that a census of illiterates, by sex, age, mother tongue, occupation, background and possession of the rudiments of reading and writing, was taken every year after 1950.

152. The literacy courses given in schools and places of work (such as building sites and industrial and agricultural enterprises) lasted two years. In the first year, adults who had taken either no primary classes or only one were enrolled. The second-year courses included adults who had taken two or three primary classes and adults who had completed four years of schooling but did not meet the requisite standard; these were considered semi-literates. The method used to teach reading was the phonetic-analytic-synthetic method. Manuals for the literacy courses were printed in editions of several millions and "Instructions concerning educational methodology ... in literacy courses" were widely distributed among teachers.

153. Present position. Illiteracy has been eliminated in Romania and the Constitution of the Socialist Republic of Romania provides for compulsory ten-year education.

3. Republic of Cuba

Historical background

154. The last census to be taken before the Revolution, the 1953 census, showed an illiteracy rate of 23.6 per cent: 11 per cent in the towns and 41.7 per cent in rural areas. Half of the children of school age were not attending school, although education was compulsory.

155. In March 1959, the Revolutionary Government set up national, provincial and municipal literacy and basic education commissions. In September 1959, there were 844 literacy centres with 2,832 teachers and 19,075 pupils. One year later, the great literacy campaign was announced. It was carried out in four stages:

September 1960-end 1960	Preparatory stage
January-April 1961	Beginning of the campaign; creation of its organizational and technical structure
May-September 1961	Participation of the mass organizations
September-December 1961	Intensification of the campaign
22 December 1961	Cuba was solemnly declared to be a "territory free from illiteracy"(196)

(196) Methods and Means Utilized in Cuba to Eliminate Illiteracy, Unesco report, ed. Ministry of Education, Cuba, 1965, p. 49

The literacy campaign

156. The primer and the manual used by the literacy teachers were written, printed and distributed during the preparatory stage. At the same time, a series of seminars for the technical experts and teaching personnel, particularly the "Saturday meetings", "grouped in each area all people who participated in the work to abolish illiteracy - teachers, technical advisers and political instructors. These meetings ... permitted the interchange of ideas and gave answers to various difficulties; they also served as stimulating experiences and social gatherings. Each instructor reported on the work he had done up to that time and received instructions for the following week".(197)

157. The campaign was organized on the basis of statistical data which were constantly brought up to date. The evaluation and control tests made it possible to see what progress each pupil was making in the literacy courses. The pupil was considered literate when, after he had mastered the primer, he passed the final test and received a diploma stating that he had learned how to read and write during the campaign. The "alfabetizador" (teacher) also received a diploma in recognition of his work. The reading and writing course lasted on the average from two to three months but could be prolonged according to need.

The "alfabetizadores"

158. The first persons to respond to the campaign were the people's "alfabetizadores", i.e. plain citizens, men and women determined to devote their free hours to teaching how to read and write. At the end of the campaign there were 120,632 "alfabetizadores".

159. Another group in the literacy campaign was the "pilot brigades", i.e. groups of people who went to isolated or remote areas to teach reading and writing. The "Conrado Benítez Brigades" numbered 105,664 high school and university students (whose average age was 14 to 16 years) and the "Patria o Muerte Workers' Brigades" more than 20,000 workers. Out of a total of 36,000 teachers, 34,772 participated in the campaign by assuming technical control and directing the volunteers. In its final stage, the campaign was approaching a ratio of one teacher to two illiterates.

The results

160. The results of the campaign were spectacular and, above all, rapid. By the end of 1961, of the 979,207 illiterates appearing in the census, 707,212, or 72.2 per cent, had become literate. At the present time, persons who have not become literate constitute only 3.9 per cent of the Cuban population and all Cuban children go to school.

161. In order to follow up the results of the campaign and improve the level of the newly literate, efforts were transferred to post-literacy after the beginning of 1962. "The plan for worker-farmer education and even the whole plan for adult education in Cuba is only one aspect of the four-year plan of economic development (1962-1966)."(198)

162. The status of women, a particularly disadvantaged group before the Revolution, was given special consideration. Accordingly, in addition to worker-farmer education, which was organized for both men and women - women constitute 33 per cent of the total yearly enrolment (139,978 out of an enrolment of 430,078 in 1966-1967) - schools designed especially for women were established by the Department for the Advancement of Women.(199) These included night classes for household employees and schools for farm women. In 1966-1967, there were 15,131 pupils in such schools. Such measures as the following have been taken to facilitate access by women to education: the establishment of day-care centres, kindergartens and boarding schools, the provision of scholarships, and the institution of flexible course schedules taking account of women's occupational and domestic obligations.

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(197) Ibid., pages 24-25.
(198) Ibid., page 70.
(199) Departamento de la Superación de la Mujer.

CONCLUSION

163. The countries whose replies have been received at the Unesco Secretariat seem to be aware of the extent and consequences of illiteracy among women. Most of them recognize the importance of these campaigns for economic and social development and the part they play in improving the economic status of the participants and their families. Many stress the beneficial effects of women's literacy campaigns on their families and children, particularly on their children's school attendance. Others mention ethical considerations and the rôle of literacy in the development of the personality. The problem, together with its economic, social and moral implications, is raised and even resolved, in most cases, in terms of principles and official texts. In many replies, countries emphatically and repeatedly affirm that there is no discrimination between the sexes.

164. However the figures do indicate a particularly unfavourable situation for women. They show a de facto discrimination, a situation of unfairness rather than outright injustice. Although the percentages of women attending literacy courses do not correspond to their illiteracy rate, the "culture gap" noted at Teheran between men and women is thus perpetuated, without any apparent discrimination. The understanding and the generally favourable attitude shown by the authorities towards literacy campaigns for women do not yet appear to have resulted in most cases in the adoption of special measures enabling women to catch up with men.

165. Literacy programmes are almost always organized by the State, in many cases with the collaboration of a wide range of bodies, including women's associations. The Teheran Congress stressed the paramount responsibility of the authorities in this field. The diversity of the associations taking part in literacy work is also reflected in the variety of the teaching staff employed, which is recruited at very different levels of training. This is evidence of the goodwill that is shown on all sides towards literacy campaigns, but it also explains the often uneven results that are obtained. Similarly, the shortage of women teachers is sometimes met by lowering recruitment standards and the consequences of this may be serious.

166. According to the replies, the most significant factors impeding literacy teaching among women are: the inadequacy of the resources allocated to the literacy services, including the shortage of teaching staff; the many and time-consuming activities of women; prejudices and traditions. These factors are more noticeable in rural areas.

167. The lack of resources affects men and women illiterates alike, but the consequences for women are greater since their position at the outset is less favourable.

168. Household and family obligations, often supplemented by outside work, particularly in the fields, often fill the day of the illiterate women in such a way that she has no free time. It is symptomatic that very few countries mention the inadequacy of social provisions (nursery schools and kindergartens, for example) which would ease this daily routine and encourage the efforts made by women to become literate. Drop-outs among women attending literacy courses are indicative of the difficulties encountered by those who have attempted to break the bonds of illiteracy. The lack of statistics or even of estimates makes it impossible to evaluate the effectiveness of the programmes which have been undertaken.

169. More or less ingrained prejudices and traditions, discriminatory attitudes which become habits of mind, become blurred and then disappear in their primary form, as social groups become less isolated as a result of technical progress and modern living conditions. However, is it not possible that they linger on in other forms which are more difficult to detect?

170. In some cases, the aims of literacy campaigns for women, as well as their curricula, differ from those for men. They appear to steer women more towards their family rôle, while for men they are based on the need for economic and social advancement. To what extent does this attitude correspond to the principle of equality between men and women and the need to prepare women to take part in the economic and social life of the community on the same terms as men? The question remains. It seems particularly appropriate since socio-economic considerations and the desire to participate in public life and in national development are invoked as being among the primary factors which motivate women; family incentives are mentioned in only a few cases. The problem of aims and incentives and the relationship between them seems to require a more thorough examination.

171. Despite all these problems, literacy campaigns for women continue and the results of this investigation give grounds for hope. A change of attitude can be seen on the part of the authorities, on the part of the literacy teachers, on the part of the women themselves, depending on the generation to which they belong, and on the part of the families, where the greatest reticence is to be found.

172. Knowledge accumulated as a result of literacy experiments and large-scale campaigns which have been successful in eradicating illiteracy in a number of countries where previously it was rife indicate what it is possible to achieve.

173. Finally, the functional literacy programme provides a model for a series of successess in literacy teaching in different regions of the world.

174. However, with a view to fulfilling hopes and implementing projects, the replies from the different countries indicate the positive action which must be taken in order to overcome the difficulties described:

The intregration of women's literacy programmes into economic and social development;

An increase in the resources allocated for literacy campaigns for women;

A flexibile, intensive recruitment of teaching staff for literacy programmes and the best possible training for such staff;

An improvement in the programmes and in their functional orientation;

The adoption of a wide range of social provision for women;

A recognition of the value of literacy for employment;

A rational and equitable distribution of household tasks within the family;

A study of the incantives which impel women towards literacy, in order to increase their awareness of the need for it;

The informing and moulding of public opinion, with a view to bringing about a change of attitude and a movement towards the de facto recognition of equal rights for women.

175. While the replies to this investigation indicate that the status of women has the greatest influence on their access to education in terms of literacy teaching and out-of-school education in general, there is every reason to think that the progress achieved will, in turn, have decisive consequences on the rôle of women in society. As Mrs. A. Lorenzetto says, (200) "A literacy campaing can open up in the deepest recesses of the spirit a new opportunity for relationships and bring forth in the mind a new form of creation. The alphabet becomes the culmination of a long wait and the fulfilment of a hope which paves the way for other hopes".

(200) Anna Lorenzetto: La Historia de Una Idea, published by the Unione Nazionale per la lotta contro l'analfabetismo, Rome. 30 January 1969, page 15.

ANNEX I

QUESTIONNAIRE ON THE EQUAL ACCESS OF GIRLS AND WOMEN TO LITERACY

Purpose of the survey

To carry out the long-term programme to ensure equal access of girls and women to education, science and culture approved by the General Conference at its fourteenth session, the Secretariat is making studies on certain priority questions. Wherever illiteracy is a problem, it is worse among the female than among the male population. However, little is known about the conditions of access to literacy programmes of girls and women, the extent to which they benefit, and the effects of the increased knowledge of themselves and their countries. This comparative survey should provide the information for a better understanding and hence, a more effective programme. It will be submitted to the United Nations Commission on the Status of Women at its twenty-third session.

Scope

This survey is concerned with literacy, i.e. the ability to read and write, with enough basic education to enable the person concerned to take an active part in the life of his community. (1)

Where the information requested has already been provided in another form or in connexion with other Unesco programme activities, or is to be found in United Nations publications, it will suffice to give the relevant document references.

Method of replying

Reply, far as possible, by a cross in the box opposite the question; if the space in insufficient, additional pages may be attached.

Three copies of the questionnaire are provided. Additional copies can be sent should you wish to keep a record copy or forward the questionnaire to various national bodies.

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(1) "The very process of learning to read and write should be made an opportunity for acquiring information that can immediately be used to improve living standards; reading and writing should lead not only to elementary general knowledge but to training for work, increased productivity, a greater participation in civil life and a better understanding of the surrounding world, and should ultimately open the way to basic human culture". (Unesco ED/217 - World Conference of Ministers of Education on the Eradication of Illiteracy, Teheran 1965, Final Report - General Conclusions I.2.)

Country.....

QUESTIONNAIRE

1. Foundation in law

Do the Constitution, laws or regulations specifically provide for:

	YES	NO
(a) free and compulsory primary education?	☐	☐
(b) the organization of literacy programmes?	☐	☐
(c) the equal access of women to such programmes?	☐	☐

2. Administration

Which services are responsible for literacy programmes?

3. Aims of literacy programmes for women

Are the aims of literacy campaigns and programmes for women the same as those for men? ☐ ☐

If different, in what ways?

What are the main reasons for endeavouring to make women literate?

4. What are the inducements to become literate held out to men and women?

How far are they the same?

Country.....

5. Planning

	YES	NO
Is equal access of women to literacy taken into account at the stage of preparing economic and social development plans, or educational development plans?	☐	☐

Which agencies take part in such planning?

To what extent do women take part in it?

At what level (national, local)?

In what capacity?
(e.g. women as responsible officials of ministries; teachers; adult education staff; representatives of non-governmental organizations, unions, etc; representatives of youth organizations.)

6. Literacy organization and financing

(i) Have your literacy programmes always been organized and financed by:	☐	☐
the State?	☐	☐
local communities?	☐	☐
non-governmental organizations? (1)	☐	☐
(a) with government assistance?	☐	☐

If so,

(1) Please list the organizations concerned.

Country.....

(b) without government assistance ☐

(ii) Were these programmes intended for men? ☐

for women? ☐

for both sexes? ☐

Were any of the programmes organized by:

women's organizations? (1) ☐

groups of women? ☐

(a) with government assistance? ☐

(b) without government assistance? ☐

Do women enjoy the same literacy facilities as men (e.g. use of premises, literacy material, audio-visual aids)?

(iii) What sums have been devoted to literacy programmes for both sexes/men/women during the past two years?

7. Literacy personnel

	YES	NO
(i) Are conditions of recruitment for male and female literacy staff identical?	☐	☐

If not, how do they differ?

(1) Please list the organizations concerned.

Country.....

	YES	NO
Are details available on the professional background of such personnel?		
If so, please provide such details	☐	☐

(ii) Is the training programme for personnel of both sexes the same?

If not, what are the differences? ☐ ☐

If different, please attach a copy of each

(iii) Is this training co-educational?	☐
Is it in part exclusively for men?	☐
Is it in part exclusively for women?	☐
Are the training sessions or courses residential?	☐
Are residential facilities reserved for women only?	☐
for men only?	☐
Are accommodation facilities provided for students of both sexes?	☐

(iv) Are personnel of both sexes engaged	☐
in literacy programmes for men and women together?	☐
in literacy programmes for women?	☐
in literacy programmes for men?	☐
Are such personnel paid?	☐
non-paid?	☐
Are women and men paid on the same basis?	☐

Countries.....

If not, what are the differences?

Are certain tasks reserved

for men? ☐

for women? ☐

What are those tasks? ☐

	YES	NO
Have men and women literacy personnel the same opportunities of promotion?		
Is there a shortage of female staff?	☐	☐
If so, what steps have been taken to remedy it?	☐	☐

8. Literacy programmes

Are there any variations in the literacy programmes

for men and women together? ☐

women only? ☐

for men only? ☐

Are there any variations as regards subject matter? ☐

level? ☐

duration of courses? ☐

methods and equipment? ☐

If so, please specify (with documentation wherever possible)

Countries.....

If certain subject matter is provided for women only, please specify

9. Functional literacy

	YES	NO
Do literacy programmes include literacy specifically related to economic development?	☐	☐
Are there courses for wives of workers doing functional literacy courses?	☐	☐
Or are female literacy programmes organized only in cases of direct participation in economic life (factory workers, agricultural workers, etc.)	☐	☐
Are any functional literacy programmes reserved for women workers in specific sectors?	☐	☐

Which sectors?

10. Drop-out and wastage

To what extent do girls and women abandon literacy courses before their completion	☐	☐
Is the proportion different in the case of men?	☐	☐

Please give statistics if available

Country.....

What are the reasons for drop-out and wastage?

11. Results of literacy programmes

	YES	NO
Have women the same success rate in literacy programmes as men?	☐	☐

If not, what are the differences?

Are certificates awarded to successful candidates?	☐	☐

Please give statistics if available

	YES	NO
Have any steps been taken or measures planned to preserve and develop the knowledge and training acquired (evening classes, technical and vocational education, correspondence courses, reading material, newspapers, etc.)?	☐	☐
Are such facilities as freely accessible to women as to men?	☐	☐

If not, please indicate the differences.

Country.....

12. Rural and urban literacy

	YES	NO
Are the problems in literacy programmes for women different in rural and urban areas?		
Please specify these problems (Please indicate your definition of a rural area)	☐	☐
Are literacy teaching programmes used in rural and urban areas the same?	☐	☐
Or different?	☐	☐

If different, please specify

	YES	NO
Does the proportion of women among those attending literacy courses in urban areas differ from that in rural areas?	☐	☐

To what extent?

Please supplement the data requested for Table 3 of the Unesco Statistics of Education questionnaire (STE/Q/681), by any available data on total enrolment in literacy courses, and number and percentage of women attending such courses in rural and urban areas, with a breakdown, if possible for courses organized by (a) public authorities or agencies and (b) by private associations or agencies.

Country.....

13. (i) Attitude to female literacy

What is the general attitude to literacy programmes for women of the national authorities?

literacy teaching personnel?

the women themselves?

their families?

the public generally?

(ii) Which socio-economic groups are most in favour of such programmes?

most opposed?

(iii) Was the information provided under (i), (ii) above obtained by a sociological survey? YES ☐ NO ☐

Country.....

14. Evaluation

Has the economic and social impact of literacy programmes for women been evaluated, or is such evaluation planned under literacy programmes?

15. Problems

(i) Does the equal access of women to literacy pose problems? YES ☐ NO ☐

If so, please specify

(ii) Are any trends or developments discernable in this connexion?

(iii) What factors are impeding female literacy?

16. Documentation

Please indicate any research or reports in preparation or published on items in this questionnaire, and supply copies (three of each, if possible)

17. Statistics on illiteracy

For the purposes of the present survey, the statistics on illiteracy in the male and female population compiled by the United Nations Statistical Office should be used.

ANNEX II

Illiterate population and percentage of illiteracy based on censuses or surveys since 1945

Country	Year of census or survey	Age level	Illiterate population			Percentage of illiteracy		
			Total	Males	Females	Total	Males	Females
AFRICA								
Algeria[1]	1966	A	5,176,900	2,203,900	2,973,000	81.2	70.1	92.0
Gabon[2]	1960/61	15+	271,629	105,404	166,225	87.6	77.8	95.2
Liberia	1962	15+	581,578	266,494	315,084	91.1	86.1	95.8
Libya	1964	15+	664,248	277,616	386,632	78.3	62.5	95.8
Madagascar[3][4]	1953	14+	...	...	...	66.5	59.2	73.0
Malawi	1945	A	1,910,844	...	...	93.5	...	...
Mali[5]	1960/61	15+	2,079,200	985,600	1,093,600	97.8	96	99.5
Mauritius	1962	13+	155,661	55,731	99,930	38.4	27.5	49.4
Niger	1960	15+	1,493,520	698,270	795,250	99.1	98.5	99.7
Nigeria[6]	1952/53	7+	19,767,089	...	...	88.5	...	...
Uganda[7]	1959	16+	2,722,000	1,122,000	1,600,000	74.9	63.2	86.0
United Arab Republic[8]	1960	15+	10,905,700	4,349,410	6,556,290	80.5	68.1	91.4
Sierra Leone	1963	15+	1,287,728	607,700	680,028	93.3	90.4	96.1
Sudan[7]	1956	15+	4,784,000	2,186,000	2,598,000	88.0	79.0	97.3
Swaziland	1956	A	183,076	...	...	77.2	...	...
Tunisia[1]	1966	10+	2,025,204	815,704	1,209,500	67.8	53.6	82.4
Zambia[7]	1963	7+	1,508,950	602,020	906,930	58.6	46.8	70.3
NORTH AMERICA								
Dominica	1946	15+	11,862	5,466	6,396	40.6	42.1	39.5
Dominican Republic	1960	15+	569,450	267,610	301,840	35.5	33.3	37.6
El Salvador[9]	1961	15+	706,837	306,969	399,868	51.0	46.1	55.5

Country	Year of census or survey	Age level	Illiterate population			Percentage of illiteracy		
			Total	Males	Females	Total	Males	Females
United States of America[4][10]	1959	14+	2,619,000	1,480,000	1,390,000	2.2	2.5	1.8
Grenada	1946	15+	9,869	3,769	6,100	23.6	22.8	24.1
Guatemala	1964	15+	1,411,440	625,460	785,980	62.1	55.9	68.2
Honduras	1961	15+	541,107	246,428	294,679	55.0	51.3	58.9
Mexico	1960	15+	6,742,920	2,844,239	3,898,681	34.6	29.8	39.3
Montserrat	1960	15+	1,334	561	773	19.5	20.3	18.9
Nicaragua[4]	1963	15+	399,585	189,005	210,580	50.4	49.9	50.8
Panama[11]	1950	15+	132,978	65,958	67,020	30.1	29.1	31.0
St. Kitts, Nevis, Anguilla	1960	15+	3,605	1,492	2,113	11.8	11.2	12.2
SOUTH AMERICA								
Argentina	1947	14+	1,541,678	705,198	836,480	13.6	12.1	15.2
Brazil	1960	10+	19,147,504	8,655,134	10,492,370	39.3	35.6	42.6
Chile	1952	15+	730,124	321,436	408,688	19.8	18.0	21.4
Colombia	1964	15+	2,526,590	1,128,546	1,398,044	27.1	25.2	28.9
Ecuador[1]	1962	15+	799,535	337,849	461,686	32.5	27.9	36.9
Peru[12]	1961	17+	2,014,800	629,900	1,384,900	39.4	25.6	52.4
Uruguay[22]	1963	15+	179,500	90,700	88,800	9.7	9.9	9.5
Venezuela[1]	1961	15+	1,499,250	663,031	836,219	36.7	32.0	41.6
ASIA								
Burma[13]	1954	16+	710,152	134,278	575,874	42.3	16.6	66.2
Brunei[14]	1960	15+	25,677	9,549	16,128	57.4	39.8	77.6
Republic of Korea[15][16]	1960	15+	4,359,570	1,212,027	3,147,543	29.4	16.6	41.8
Hong Kong	1961	15+	530,604	92,939	437,665	28.6	9.8	48.2
India[17]	1961	15+	186,924,443	78,194,680	108,729,763	72.2	58.5	70.4

Country	Year of census or survey	Age level	Illiterate population			Percentage of illiteracy		
			Total	Males	Females	Total	Males	Females
Indonesia(18)	1961	15+	31,819,759	11,581,265	20,238,494	57.1	42.8	70.4
Iran(1)	1966	15+	10,407,726	4,663,164	5,744,562	77.2	67.2	87.8
Iraq	1957	15+	2,979,368	1,303,228	1,676,140	85.5	71.1	94.7
Israel	1961	14+	225,935	68,315	157,620	15.8	9.5	22.3
Jordan(9)	1961	15+	630,023	228,851	401,172	67.6	49.9	84.8
Kuwait(1)	1965	10+	155,397	88,240	67,157	47.4	41.1	59.9
Malaysia(19)	1960	15+	521,000	231,000	290,000	77.7	67.7	88.1
Pakistan(20)	1961	15+	40,690,742	18,926,203	21,764,539	81.2	71.1	92.6
Philippines	1960	15+	4,139,908	1,877,317	2,262,591	28.1	25.8	30.5
Syrian Arab Republic (21)	1960	15+	1,657,238	629,248	1,027,990	70.5	53.3	87.9
Thailand	1960	15+	4,828,856	1,540,882	3,287,974	32.3	20.7	43.9
Turkey(1)	1965	15+	9,879,898	3,245,613	6,625,285	54.0	35.5	72.6
EUROPE								
Bulgaria(1)	1965	15+	613,943	149,756	464,187	9.8	4.8	14.7
Spain	1950	15+	3,642,668	...	...	17.6	...	...
Greece	1961	15+	1,202,900	242,800	960,100	19.6	8.3	30.0
Italy(1)	1961	15+	3,648,644	1,379,541	2,269,103	9.3	7.3	11.2
Yugoslavia(9)(22)	1961	15+	2,985,700	748,600	2,237,100	23.5	12.4	33.6
OCEANIA								
Western Samoa(1)	1966	10+	2,063	1,108	995	2.6	2.6	2.4

NOTES: This table is based on data published in the Unesco Statistical Yearbooks (1965 and 1967) or received by the Statistical Office after the publication of the 1967 Yearbook.

The criterion of literacy is ability to read and write.

... Data not available
A : All ages, 15+ = 15 years and over

(1) New figures received after the publication of the 1967 Yearbook.
(2) Illiteracy defined as inability to read and write French.
(3) Excluding semi-literate persons.
(4) Based on a sample.
(5) Excluding nomads. Persons knowing how to read only are included among the literates.
(6) Including former British Cameroon.
(7) Illiteracy defined as "without schooling".
(8) Excluding nomads.
(9) The illiterate population includes persons whose ability to read or write is unknown.
(10) Excluding Alaska and Hawii.
(11) Excluding the Canal Zone and the jungle Indians.
(12) Based on a sample covering about 15% of the census returns. Excluding the jungle Indians, estimated at 455,000 persons in 1960
(13) Population of 2,131 villages and surrounding areas.
(14) Provisional figure or estimate.
(15) Based on a sample covering 20% of the census returns.
(16) Excluding alien military personnel, alien civilians employed by the armed forces, and alien diplomatic personnel and members of their families accompanying them.
(17) Excluding Sikkim and the North East Frontier Agency. Including Jammu and Kashmir; Goa, Damao and Diu.
(18) Excluding West Irian. Based on a sample covering 1% of the census returns.
(19) The data relate to Sabah and Sarawak only.
(20) Pakistan nationals only.
(21) Syrian Arabs only. Excluding aliens.
(22) Based on a 5% sample.

ANNEX III

Number of persons inscribed in literacy courses

Country	Year	Total	Males	Females	%Females
AFRICA					
Algeria	1967/68	5,000	4,900	100	2.0
Republic of the Congo	1966/67	12,052	8,368	3,684	30.6
Ethiopia	1967/68	173,456	130,753	42,703	24.6
Gabon	1965/66	1,200	700	500	41.7
Ghana	1966/67	59,542	33,937	25,605	43.0
Liberia	1965/66	450	400	50	11.1
Libya	1965/66	22,661	22,261	400	1.7
Malawi	1967/1968	5,225	1,311	3,914	74.9
Mali	1966/67	42,235	33,075	9,160	21.7
Niger	1966/67	10,731	10,681	50	0.5
Uganda	1967/68	29,721	13,732	15,989	53.8
United Arab Republic	1967/68	77,403	68,655	8,748	11.3
Sudan	1965/66	55,943	32,260	23,683	42.3
Swaziland	1965/66	752	752	-	0.0
Tanzania	1968/69	363,700	125,800	237,900	65.4
Chad	1968/69	5,044	4,444	600	12.0
Tunisia	1968/69	39,486(1)	27,039(1)	12,447(1)	31.5
NORTH AMERICA					
Dominican Republic	1967/68	10,605	6,875	3,730	35.2
El Salvador	1968/69	29,009	22,808	6,201	21.4
Guatemala	1965/66	69,235	51,654	17,581	25.4
Honduras	1966/67	7,338	4,424	2,914	39.7
SOUTH AMERICA					
Argentina	1967/68	137,412	82,447	54,965	40.0
Brazil	1967/68	517,013	314,770	202,243	39.1
Colombia	1965/66	11,177	7,069	4,108	36.7
Ecuador	1968/69	49,059	27,054	22,005	44.8
Venezuela	1968/69	50,599	24,743	25,856	51.1
ASIA					
Afghanistan	1966/67	9,374	9,000	374	4.0
Burma	1965/66	173,713	41,411	132,302	76.2
Brunei	1965/66	2,277	931	1,346	59.1

Country	Year	Total	Males	Females	%Females
Republic of Korea	1967/68	187,880	10,000	177,880	94.7
Hong Kong	1966/67	1,353	230	1,123	83.0
India	1964/65	2,008,873	1,186,699	822,174	40.9
Iraq	1967/68	15,007	12,271	2,736	18.2
Jordan	1966/67	4,078	1,531	2,547	62.5
Kuwait	1968/69	12,630	10,031	2,599	22.3
Laos	1966/67	3,660	2,915	745	20.3
Malaysia	1967/68	259,162	90,699	168,463	65.0
Philippines	1968/69	60,072	27,756	32,316	53.8
Syrian Arab Republic	1967/68	11,810	8,286	3,524	29.8
Turkey	1967/68	37,825	32,713	5,112	13.5
Republic of Viet Nam	1968/69	12,312	7,712	4,600	37.4
EUROPE					
Greece	1967/68	8,876	7,005	1,871	21.1
Italy	1967/68	213,405	121,707	91,698	43.0
OCEANIA					
Solomon Islands	1967/68	120	108	12	10.0

NOTES: This table is derived from two sources: the report "Literacy 1967-1968", provisional version, which was kindly communicated to us by the Literacy Division, and data provided by the Unesco Statistical Office.

- = nil or negligible.

(1) These figures include 2,753 men and 590 women following literacy courses on television.

ANNEX IV

Teaching staff in literacy courses

Country	Year	Total	Males	Females	%Females
AFRICA					
Algeria	1967/68	150	145	5	3.3
Burundi	1968/69	240	210	30	12.5
People's Republic of the Congo	1965/66	422	380	42	9.9
Gabon	1968/69	125	119	6	4.8
Liberia	1963/64	150	125	25	16.7
Libya	1965/66	252	212	40	15.9
Madagascar	1965/66	4,910	3,928	982	20.0
Malawi	1967/68	382	295	87	22.8
Mauritius	1965/66	34	32	2	5.9
Niger	1965/66	349	342	7	2.0
Sudan	1965/66	291	128	163	56.0
Swaziland	1966/67	80	27	53	66.2
Tunisia	1967/68	888	774	114	12.8
NORTH AMERICA					
Dominican Republic	1967/68	378	146	232	61.4
El Salvador	1965	1,319	1,034	285	21.6
SOUTH AMERICA					
Argentina	1966	7,014	2,572	4,442	63.3
Brazil	1967/68	17,718	1,528	16,190	91.4
Colombia	1965/66	719	314	405	56.3
Ecuador	1966/67	1,162	740	422	36.3
ASIA					
Afghanistan	1966/67	90	80	10	11.1
Burma	1956/66	18,032	12,210	5,822	32.3
Brunei	1967	141	93	48	34.0
Hong Kong	1966/67	70	17	53	75.7
India	1964/65	15,426	12,785	2,641	17.1
Iraq	1966/67	496	391	105	21.2
Israel	1967/69	1,035	705	330	31.9
Jordan	1967/68	155	73	82	52.9
Kuwait	1968/69	347	254	93	26.8
Laos	1966/67	16	14	2	12.5
Malaysia	1967/68	6,446	4,452	1,994	30.9

Country	Year	Total	Males	Females	%Females
Syrian Arab Republic	1965/66	417	417	-	0.0
Thailand	1965/66	1,083	1,083	-	0.0
Turkey	1966/67	2,476	2,299	177	7.1
Republic of Viet Nam	1966/67	222	192	30	13.5
EUROPE					
Italy	1967/68	12,292	1,688	10,604	86.3
OCEANIA					
Solomon Islands	1967/68	6	3	3	50.0

NOTES: Table based on data provided by the Literacy Division and the Unesco Statistical Office.

- = nil or negligible.

ANNEX V

Number of illiterates and percentage of women by urban and rural areas

			Urban areas				Rural areas			
Country	Year	Age group	Men	Women	Total	% Women	Men	Women	Total	% Women
Zambia(1)(2)	1963	21+	61,800	75,790	137,590	55.1	326,960	556,360	883,320	63.0
El Salvador	1961	10+	62,126	120,393	182,519	66.0	311,254	340,968	652,222	52.3
Ecuador	1962	15+	33,774	73,968	107,742	68.6	304,075	387,718	691,793	56.0
Mexico(3)(4)	1960	15+	785,000	1,355,000	2,140,000	63.3	2,023,000	2,522,000	4,545,000	55.5
India	1961	15+	8,446,000	13,385,000	21,831,000	61.3	69,783,000	95,386,000	165,169,000	57.8
Iran(5)	1963	10+	1,173,827	1,752,768	2,926,595	59.9	3,485,265	4,464,837	7,950,102	56.2
Philippines	1957	10+	291,000	452,000	743,000	60.8	1,427,000	1,671,000	3,098,000	53.9
Greece(6)	1961	15+	113,000	406,000	519,000	78.2	130,000	554,000	684,000	81.0

NOTES: The data in the table are taken from "Statistics of Illiteracy", Congress of Teheran, document Minedlit 5, Unesco, Paris 1965.

(1) Towns with over 2,000 inhabitants were considered urban areas.
(2) The urban and rural classification was not based on the number of inhabitants but on the politico-administrative arrangements.
(3) Urban areas were considered to comprise localities having a municipal council or cantonal committee. In addition, localities not having these local assemblies were also considered to be urban areas or towns if they had:
  (a) a population density exceeding 400 per square kilometre;
  (b) at least 5,000 inhabitants;
  (c) three-quarters of the active population engaged in non-agricultural occupations;
  (d) they were considered urban by the Director of Census Operations.
  All other localities were considered to be rural.
(4) Including Sikkhim.
(5) Distinction made between towns and villages.
(6) Illiterates from semi-urban areas as well as urban zones.

ANNEX VI

RESOLUTION ADOPTED BY THE ECONOMIC AND SOCIAL COUNCIL 1512 (XLVIII)

Elimination of illiteracy among women

The Economic and Social Council,

Having considered the report prepared by the United Nations Educational, Scientific and Cultural Organization on equal access of women to literacy, (1)

Considering that illiteracy is one of the main obstacles to the progress of women in general and to the effective exercise of their rights and responsibilities in particular,

Considering also that progress in eliminating illiteracy and in raising the standard of general education at all levels would not fail to bring about an improvement whereby all citizens, and more particularly women, would contribute more fully to the development of their countries,

1. Appeals to Member States, non-governmental organizations and other voluntary organizations to intensify their efforts to ensure that all the necessary steps are taken and every facility provided to enable women in both rural and urban regions to start or continue their education, making full use of all the available adult education programmes;

2. Requests the United Nations Educational, Scientific and Cultural Organization to assign an important place in its functional literacy programmes to women who are still illiterate and to give assistance to all governmental and non-governmental literacy undertakings, inter alia, by acquainting them with modern techniques and methods for overcoming illiteracy;

3. Suggests that non-governmental organizations should undertake or continue activities aimed at public opinion, national parliaments and public authorities, with the express aim of:

   (a) securing the signing and ratification of the Convention against Discrimination in Education adopted by the General Conference of the United Nations Educational, Scientific and Cultural Organization in 1960;

   (b) raising the standard of literacy among adults, particularly among women, on account of their having lagged so far behind;

   (c) helping to train leaders for literacy campaigns and to devise methods of stimulating the interest of women.

1694th plenary meeting,
28 May 1970

(1) E/CN.6/538

ANNEX VII

STUDY ON EQUAL ACCESS OF GIRLS AND WOMEN TO LITERACY

Summary of the answers of NGOs in consultative relationship with Unesco

INTRODUCTION

The questionnaire EDV/30/430 addressed to Member States was sent for information to NGOs. The permanent Committee of the NGOs Conference, at its session on 27-28 March 1969, decided to ask those NGOs who wished to participate in this survey to send in the information in their possession before 15 October 1969. Mrs. Bugnion-Secretan (World Association of Girl Guides and Girl Scouts) undertook to write a synthetic report to be attached as an annex to the one to be established by the Secretariat of Unesco, on the basis of information provided by Member States, which will be presented at the Commission on the Status of Women at its 23rd session.

At the end of January 1970,

(a) Twelve NGOs(1) had indicated their interest for the theme of the survey without however being in a position to answer the questionnaire. In addition, the International Planned Parenthood Federation underlined the relationship between literacy for women and the introduction of family planning. The Council of World Organizations interested in the Handicapped drew attention to the importance of providing for access of handicapped girls and women to literacy.

(b) Ten NGOs(1), mostly with wide geographical representation, sent in overall replies based on the experiments made by their affiliated associations.

(c) Seventeen(1) more or less complete replies to the questionnaire came directly from national associations affiliated to international NGOs. Some were transmitted by the NGO as a reply. The others were attached to the NGO's overall reply. This information came from the following countries: Argentina, Austria, Brazil, Ceylon, Finland, Ghana, India (twice from two NGOs), Ireland, Israel, Japan, Norway (twice from two NGOs), Philippines, Sweden, Turkey and United Kingdom.

GENERAL REMARK

Before examining the difficulties of access of women to literacy, several NGOs noted the general difficulties met by literary campaigns (lack of co-ordination, insufficient planning, lack of financial resources, difficulties in the recruitment and training of educators, etc. ...). It is a fact that the possibilities of access to literacy for women - who form the major part of the illiterate population and often a large proportion of the literacy classes - depends to a great extent on the general conditions of economic and social development and on the conditions in which literacy campaigns are held. It does not seem advisable to open only courses for women in areas where men have not yet had the possibility of becoming literate.

1. Legal bases

The principle of equality of access of women to literacy seems well established everywhere.

However, women, in the same way as men, are victims of discriminations which may exist in law or in fact. The NGOs describe experiences showing that they are sometimes in a position to reach groups subject to discriminations or minority groups which stay apart from official programmes.

(1) See Annex.

2. Administration

Several NGOs recall that they were often the first to launch literacy programmes.

The co-operation of NGOs with official services seems fairly widespread.

3. Aims of literacy programmes for women

According to their experience the NGOs consider that literacy programmes for women must take into account:

(a) the number of women to be made literate;

(b) certain specific problems which can be deduced from the answers to the following questions.

The general objectives, as seen by the NGOs, are the same for women or for men: economic and social development of the country, access to knowledge, encouragement for communities to undertake their own development, improvement in the standard of living, etc...

The NGOs however would wish to emphasize the need for helping women to catch up with men in this respect, to reach their status as full members of the community, to ensure their emancipation and equal access to development opportunities, to enable them to solve their daily problems, to exercise their civic rights, to benefit from family planning methods, etc. ...

Several NGOs point out that only programmes aiming at economic, practical purposes have real chances of success.

The International Council of Women, which has given a full and substantial reply to the questionnaire, repeatedly points to the importance of integrating literacy programmes in the framework of the overall economic development.

4. Motivations

In general, inducements to become literate are the same for men and for women.

A distinction should however be made between urban and rural populations. In urban areas the women are already strongly motivated by a variety of contacts with the outside world. In rural areas, obstacles arise from the weight of traditions, shyness and a feeling that women are inferior beings. Several NGOs have learnt by experience the importance of personal contacts and visits; sometimes even, it is necessary to give lessons in the homes.

Beside economic and practical reasons, which are essential as already indicated, some women are sensitive to personal reasons: to keep up with their children who go to school, to be able to write themselves to the children abroad, to increase the chances of being chosen as wives by literate men, etc. ...

5. Planning

Governments generally realize the needs of women in this respect, but in fact little has yet been done to help them to catch up with men. Priority is still generally given to literacy programmes for men.

On principle, women seem to have a right to participate on an equal footing to the setting up of plans at every level, but contrarily to the answers of Ghana, most of the replies indicate that in fact there are still too few women capable of participating actively in the elaboration of government plans for economic and social development or for educational development. Women are still to a large extent kept in a position of executing agents for government decisions, in particular through voluntary organizations and through participation in literacy campaigns. Where these organizations have proved their ability, for example National Councils of Women, there is often mutual consultation between them and the government when campaigns are being organized.

In the few cases (Iran, Israel, Italy), where women are mentioned among the responsible staff for the organization of campaigns, better results are achieved as far as women are concerned (cf. ICW).

As the Associated Country Women of the World point out, if few women are yet capable of participating in planning at government level, they could and should be consulted much more.

6. Organization and financing

The lack of funds is one of the two handicaps of the literacy programmes, the other being the lack of qualified teachers.

The programmes financed by NGOs generally receive little help from governments and they are hampered by the limited funds available to NGOs. One or two replies mention occasional assistance from organizations in the United Nations system, from foundations or from local communities.

Here again we must mention the interesting analysis presented by the ICW, which makes a distinction between:

(a) campaigns financed by the State (Israel, Pakistan, Philippines, Uganda), where the contributions of associated members of the ICW consist in setting up and equipping centres, creating motivations among the women, providing voluntary teachers for literacy and vocational training, etc. ...

(b) campaigns financed by local authorities, in Tunisia for example, where the local groups of the National Union of Tunisian Women have helped in organizing, equipping and holding of courses, the Association for Adult Education being responsible for the pedagogical aspect;

(c) campaigns financed by national associations affiliated to the ICW (Colombia, Lebanon, Nigeria, etc. ...), which are organized on a more modest basis, though the ICW launched a campaign for financial support (Unesco gift coupons). On occasion, the State or the municipality provides for the meeting room or the teachers and the association member of ICW organizes and directs the literacy and community development programmes (e.g. Yaoundé, Cameroon).

The programmes started by NGOs having replied to the questionnaire are usually reserved for women in the first stage, which makes it possible better to overcome the difficulties particular to literacy teaching for women, to concentrate on the subjects which interest women particularly beside general interest subjects, to hold classes at more suitable hours for women, etc. ...

Women do not have the same facilities as men for access to literacy classes, for example, during periods of military service or at work. In general, and judging in particular from the results of regional seminars in Tanzania and Colombia (Bogota), the programmes prepared by the National Councils of Women are not very "professional" in their methods and their equipment. However, some National Councils are already now preparing more adequate teaching and reading material for literacy (Pakistan, Tunisia). The ICW underlines, after the pilot experiment of Unesco in Senegal, the usefulness of audio-visual material prepared for community development and for literacy classes for women and suggests that other countries should benefit from this experiment.

7. Literacy personnel

The conditions for recruitment and training of personnel seem to be generally the same. The training is often given in coeducational classes. However, the female personnel seems to be generally less paid.

Opportunities for training are usually considered insufficient. The lack of personnel taking part in literacy on a professional basis is more strongly felt among women.

The many women who take part in the campaigns on a voluntary basis have a most useful part to play, but they cannot replace qualified and regular teaching staff.

8. Literacy programmes

Experiments have shown how important it is to have programmes with, on the one hand, economic and practical objectives, on the other hand, a close relationship with the concerns of women such as:

child care, house hygiene;
food preparation and preservation;
family budgets;
production of butter, cheese, honey and methods for the co-operative sale of these products;
improvement of methods for gardening, poultry raising, etc.;
maternity allowances, children's allowances, social security;
legal position (marriage, divorce, inheritance)
family planning (Republic of Korea, India, Tunisia)
trade unionism.

One NGO even asks - without, however, giving a definite answer - whether there might not be for women more important subjects to learn than reading and writing.

In cases of homogeneous coeducational groups, the same curricula can be given to women and men. Even then, it seems advisable to include for women some subjects related to their family responsibilities.

9. Functional literacy

Some NGOs seem to include under this heading programmes oriented towards the family responsibilities of women. Those dealing with this question on the basis of the Unesco terminology, wonder (cf. report by ICW) whether there may not be a conflict between the implementation of this principle and the idea of equality of access of women to literacy.

In fact, a large proportion of women are not integrated in economic life and do not benefit from the plans prepared for functional literacy. Only few functional literacy programmes are earmarked for women's groups and few of the employers, who implement with the male workers the idea of functional literacy, also organize parallel programmes for the wives of these workers.

The small amount of specific information given by NGOs on the problem of functional literacy is a proof of the problems raised by this principle as far as women are concerned.

There is already some indication that the low level of literates among women may become worse through the implementation of this principle.

It is urgent to obtain statistical data and to find solutions which would enable women to catch up with men while preserving the principle of functional literacy which has proven its value.

10. Wastage

Very little statistical data are available.

Thw WYWCA mentions 40 to 50/60%. The reply from the Philippines' branch of ICFTU mentions 64% wastage for men and 71% for women. The Turkish branch of the IFUW gives some figures with the following proportions: in 1967-1968, 74% of women in rural areas received a certificate as against 65% of men and in urban areas 76% of women and 70% of men.

The impression given in general is that wastage is high for the following reasons:

lack of interest, lack of motivations;
literacy not sufficiently linked with practical purpose;
prejudices, traditions;
overwork for women and lack of time, particularly in rural areas;
marriage or pregnancy;
financial difficulties;
lack of organization or means of transportion, etc.;

shortage and lack of perseverance of teaching personnel;
shortage of female teaching personnel;
lack of opportunities for using the acquired knowledge (vocational training).

The ICW, however, points out that for the literate campaigns organized in Tunisia by the government with the assistance of women's organizations the wastage was comparatively low: 20% for men, 13% for women, the reasons for this success being among others:

a very careful selection of candidates through local committees;
the organizing of each course by a local body, business enterprise, municipality, etc.;
regular visits to the candidates to encourage them;

The organizing of examinations seems useful or even necessary as well as the granting of certificates, which should be given some publicity. Gifts in cash or kind to those finishing the course also seem to be useful.

11. Results

The questions asked under this heading, and for which they could only provide partial answers, have given NGOs a chance to insist on the need to link, for women, literacy with economic and social development, community development and vocational training.

On principle, women have the same access as men to the measures taken or foreseen to keep up and develop their acquired knowledge. Practically, women benefit less from these measures, as a result of economic, social, cultural and religious conditions. In addition, they have less chances than men of implementing their acquired knowledge and some of this knowledge can only be used in the framework of the family. Several NGOs state how important it is to give women the means to keep up and develop the acquired knowledge.

One NGO remarks that the efforts for literacy should not be assessed only in terms of results for the present generation, but also take into account the following generations for which the way is being paved.

12. Rural and urban literacy

One NGO notes that rural women display more enthusiasm than urban women (Chile, Mexico). Others point to a number of factors which make literacy more difficult in rural areas:

distance from centres, scarcity and cost of means of transportion;
a more marked shortage of teaching personnel;
lack of time for women;
more conservative attitudes;
lack of the motivations provided by contacts with the outside world.

These difficulties are confirmed by statistical data given by Turkey (IFUW): while in town women followed the courses in a proportion of 62% compared with men, in 1967/68 this proportion fell down to 8.4% in villages.

ICW mentions not only indifference in some rural areas but often hostility and recommends a psychological preparation period before efforts for literacy may be started.

13. Attitude to female literacy

If governments are generally considered as being favourable to the principle of literacy for women, it seems that they still too often give a preference to programmes for men in the allocation of available means.

The struggle for literacy started long enough ago for an evolution to be perceptible in the attitude of women, of families, of the general public, (who is more and more favourable to it). "Literacy for women often begins to be recognized as necessary" (Argentina). In addition to the voluntary organizations (women NGOs, denominational NGOs, etc.) which supported literacy from the beginning, business enterprise is now showing an interest. The spreading of school education also plays a part,

since one of the motivations for women is a wish to keep up with their children, and for girls to be chosen as wife by literate men. Fathers and husbands begin to encourage girls and women to get educated (Ghana, Iran, Tunisia) and it is recommended to ask for their support. In other areas, there are still too many cases where husbands fear the emancipation of their wives through literacy and too many grandparents a widening of the generation gap and these obstacles will take a long time to overcome.

14. Evaluation

No NGO answered this question. The WYWCA mentions specifically that it is hoped that Member States of Unesco will evaluate the effect of literacy for women on the economic and social level.

15. Problems

Under this heading, NGOs generally recall several problems previously mentioned in the questionnaire. One of the answers coming from a national association (ICFTU, India) mentions that "the pace of progress is found to be extremely slow. This is due to not coming to grips with the problem of manpower planning in all its aspects ... and that poverty, unemployment and the lack of dynamic manpower planning for social and economic progress are the main factors impeding female literacy".

Several NGOs point here to the close link between literacy and overall economic and social development. This has been said already about aims and motivations. It is said again from another point of view: literacy, in particular where it is linked with vocational training for women should not raise hopes which might remain unfulfilled; at the same time as the launching of the campaign, consideration should be given to the opportunities for use of the knowledge and training acquired, which may imply attention to vocational guidance and the creation of new jobs for women.

Another problem to be considered is the integration into the national community of small minority groups which are reached by the NGOs.

Finally, there is the problem of the follow-up for women newly literate, of adequate reading material to be given to them, etc.

CONCLUSIONS

On principle, it is considered that women should have the same right to literacy as men.

In practice,

literacy for women does not usually receive the attention and financial assistance corresponding to this principle;

the implementation of the idea of functional literacy seems to run counter to the principle of equal access to literacy;

prejudices and traditions are still too often an obstacle to access of women to literacy;

it would be essential for women to be associated to the extent possible in the preparation, organization and leadership of literate campaigns at government level, and at any rate at the local level, since conditions for work with women and programmes designed for women are not the same as for men;

the shortage of trained teaching personnel is felt even more with women than with men; if their training seems usually the same, financial conditions are not always equal;

it is essential to collect regularly precise information and to make sure if the gap between men and women in the field of literacy is not becoming wider rather than narrower;

literate women do not seem to have the same opportunities as men for access to existing or planned follow-up measures to use, keep up and develop the acquired knowledge.

Annex

(a) Twelve NGOs had indicated their interest for the theme of the survey without however being in a position to answer the questionnaire

All African Women's Conference
Association of Commonwealth Universities
Commission of the Churches on International Affairs
International Association of Schools of Social Work
International Council of Social Democratic Women
International Federation of Business and Professional Women
International Federation of Photographic Art
International Law Association
Pan Pacific and South-East Asia Women's Association
World Association of Girl Guides and Girl Scouts
World Confederation of Labour
World Federation of United Nations Associations

(b) Ten NGOs sent in an overall reply based on the experiments of their affiliated associations

Associated Country Women of the World
Catholic International Education Office
International Alliance of Women
International Confederation of Free Trade Unions
International Co-operative Alliance
International Council of Jewish Women
International Council of Women
International Council on Jewish Social and Welfare Services
International Federation of University Women
World Young Women's Christian Association

(c) Seventeen national associations affiliated to:

International Alliance of Women
International Federation of University Women
Soroptimist International Association
World Confederation of Labour
World Federation of United Nations Associations

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on Adult Education